R14100-24

EDUCATION WEEK

American Education's Newspaper of Record · Volume VI, Number 9 · November 5, 1986 · *© 1986 Editorial Projects in Education*

Teachers' Unions Raising Millions For Candidates

Education Groups Weigh Pros and Cons of PACs

By James Crawford

WASHINGTON—More than 100 Congressional candidates in this week's election have received $10,000 contributions—the maximum generally allowed by law—from the National Education Association Political Action Committee.

The American Federation of Teachers Committee on Political Education, though smaller than NEA-PAC, this year has far surpassed its previous fund-raising achievements, amassing a $1.3-million campaign chest by mid-October.

ELECTION '86

In the first 18 months of the 1985-86 election cycle, NEA-PAC ranked second among political-action committees in campaign contributions, according to the Federal Election Commission. The A.F.T.'s COPE ranked 48th.

Apart from the unions, however, education-advocacy groups remain largely uninvolved in campaign finance, despite the growing importance of money in American politics and the consequent expansion of PACs' influence.

By June 30, as candidates' spending in this year's Congressional races neared $200 million, PACs had contributed $71 million,

Continued on Page 20

Education, Research Are Urged To Avert AIDS 'Catastrophe'

By Marleen Nienhuis

WASHINGTON—The National Academy of Sciences last week called for a massive research-and-education campaign—one that would provide "explicit" information to schoolchildren—to prevent the spread of acquired immune deficiency syndrome and avert a "medical catastrophe."

In a 390-page report, the Academy, generally considered the nation's most prestigious scientific organization, termed existing efforts to educate the public about the disease "woefully inadequate." And it recommended that the federal government provide greater strategic planning and vastly increased funding for a more "cohesive" assault on the problem.

The Academy's report, "Confronting AIDS," followed by one week the release of a 36-page report by the U.S. Surgeon General, Dr. C. Everett Koop, recommending frank and early instruction in school sex-education courses about AIDS and its transmission.

At a press conference here last week,

Continued on Page 14

The Language Barrier

Too Many Students, Too Few Classes Hindering Efforts To Learn English

By Blake Rodman

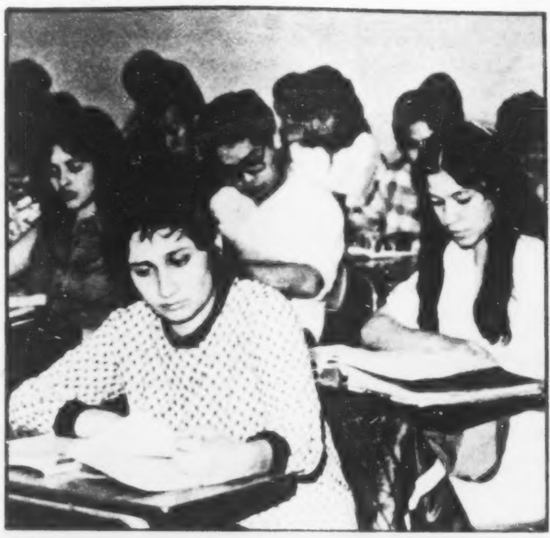
When the Belmont Community Adult School in central Los Angeles opened its doors for registration this fall, officials were confronted with an insoluble dilemma.

Almost 9,000 prospective students—primarily recent immigrants—were waiting to enroll in the school's English-language classes. The 7,000 available spaces in those classes were taken within hours, leaving some 1,500 area residents without seats.

Administrators at the Roosevelt Community Adult School in East Los Angeles also turned away English-language students—more than 1,000, officials there say. And by the end of the first week of classes, at least six other adult schools in the city were reporting that their courses in English as a second language were full.

Adult-education officials in other U.S. cities with sizable immigrant populations, such as Houston and New York City, are reporting similar scenes. The demand for adult English-language classes

Continued on Page 21



COURTESY OF THE LOS ANGELES UNIFIED SCHOOL DISTRICT

Adult students in a Los Angeles classroom are among the rising number of non-English-speaking Americans seeking language instruction in oversubscribed classes.

Textbook Decision Fuels Debate on Role Of Religion in Schools, Rights of Parents

By Kirsten Goldberg

A federal district court's landmark ruling that Christian students have a right to "opt out" of public-school classes that violate their religious beliefs drew widespread praise and stinging criticism last week.

Supporters of U.S. District Judge Thomas G. Hull's decision late last month in the Church Hill, Tenn., case hailed it as a major reaffirmation of parental rights in education. But others predicted that it would undermine public education in America and have a chilling effect on the textbook-publishing industry.

Excerpts of opinion, page 18

"This ruling creates chaos in the classroom," said Lyle Hamilton, a spokesman for the National Education Association. "It adds fuel for hundreds and hundreds of different sects around the country to come forward and object to everything."

But Michael Farris, a lawyer for Concerned Women for America, a conservative lobby that provided legal assistance to the plaintiffs, countered that argument: "The other side has been saying 'chaos' at every turn, but we produced evidence that home-education programs cause no disruption."

In his Oct. 24 decision in the case, *Mozert v. Hawkins County Public Schools*, Judge Hull held that seven Church Hill families' First Amendment right to free exercise of religion was violated when county school officials gave their children the alternatives of reading offending material or leaving the school system.

The controversy began in 1983, when the fundamentalist-Christian families began scrutinizing the county's newly adopted

Continued on Page 19

Also in the news

Undergraduate College Called 'Troubled Institution'

In his new book *College*, Ernest L. Boyer, author of *High School*, says that the way to begin improving higher education is to strengthen its links with the schools.

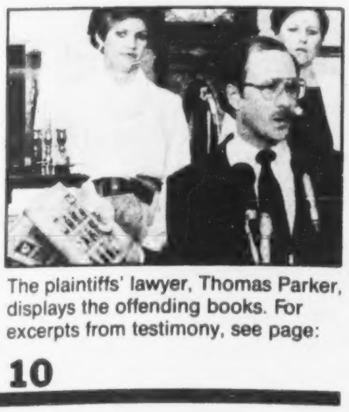
6

Universities Challenged To Upgrade Teacher Training

Citing a 20-year decline in interest among college freshmen in teaching careers, a new report denounces the "academic snobbery" that relegates teachers to second-class status.

7

'Secular Humanism' Trial Concludes in Mobile, Ala.



The plaintiffs' lawyer, Thomas Parker, displays the offending books. For excerpts from testimony, see page:

10

Wall Street 'Frenzy' Aiding Consolidation Of Textbook Industry

By Robert Rothman

In a move that reflects the increasing consolidation of the textbook industry, officials from C.B.S. Inc. announced late last month that the company plans to sell its publishing arm—including Holt, Rinehart, & Winston—to Harcourt Brace Jovanovich Inc. for $500 million.

The sale, which would make Harcourt Brace Jovanovich the largest publisher of elementary- and secondary-school textbooks in the nation, came only three weeks after Time Inc. agreed to buy the textbook publisher Scott, Foresman, and Company.

With the completion of the two transactions, seven companies will control about 80 percent of the textbook market, according to industry officials. But the effect on schools of such consolidation, they said last week, remains an open question.

Some educators, meanwhile, expressed fears that consolidation might lower overall quality by forcing smaller publishing houses out of the market.

"Companies have to invest millions just to stay in the game," said Harriet Bernstein, a textbook expert formerly with the Council of Chief State School Officers. "If companies have to drop out because they can't afford to stay in competition, it affects us all."

In part, the recent acquisition activity indicates a desire on the part of selling companies to divest holdings by the end of the year, before the tax-law revision signed by President Reagan last month goes into effect.

The prospect of increased capital-gains taxes and elimination of tax breaks that have benefitted publishers has set off what analysts have termed a "frenzy" of merger activity on Wall Street.

But textbooks are considered a profitable

Continued on Page 21

IN SUMMARY

Sexual Responsibility
Educating males on their responsibility in sexual relations should be a tactic in the effort to reduce the teen-age pregnancy rate, foundation representatives are told. **Story on Page 5.**

Training Teachers
A Minnesota task force is calling for a greater emphasis on the liberal arts in teacher education and the creation of a supervised induction period for the state's beginning teachers. **Story on Page 13.**

Promoting Self-Esteem
In an effort to reduce social problems, California lawmakers have established a panel to examine data on the link between how people view themselves and the way they treat others. **Story on Page 13.**

A Federal Initiative
In what officials say is its first initiative on "teacher quality," the U.S. Education Department plans to solicit bids within the next few weeks for a study on the working conditions of teachers. **Story on Page 15.**

Tax-Law Limits
The new federal tax-revision law puts strict limits on school districts' use of tax-exempt bonds, including restrictions on the "private use" of school facilities financed by such bonds. **Story on Page 16.**

Secretary Bennett Reacts
Taking issue with a recent court ruling, Secretary of Education William J. Bennett has criticized the notion that parents have a right to remove children from classes they disagree with. **Story on Page 19.**

Commentary ....22 & 28
Early Years 4
Events 24
Letters 23
Marketplace 25
State Capitols 13

EDUCATION WEEK **(ISSN 0277-4232)** is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 9.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Kirsten Goldberg, Bill Montague
Marleen Nienhuis, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITORS
Gregory Chronister, Gail Lewin

COPY EDITOR
Tricia Furniss

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTORS
Carol Maloney, Susan B. Schafer

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

ADMINISTRATIVE ASSISTANTS
Julia Woltman, Pamela G. Pitt, Tony L. Price

MARKETPLACE ADVERTISING
Barbara Ross
202 466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202 466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714 720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U.S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

NATIONAL

New Football League May Draft Teen-Agers

Organizers of a proposed professional football league are considering a rule that would allow each team to draft high-school seniors who are academically ineligible to compete at the collegiate level.

The 14 teams in the proposed spring league, called America's Football Teams, would each be permitted to draft five seniors who could not meet the requirements contained in Proposition 48, the National Collegiate Athletic Association's freshman-eligibility rule.

Under the rule, freshmen athletes in the association's Division 1-A, which comprises larger and more athletically competitive schools, may compete this year and next if they achieve specified grade-point averages in 11 core high-school courses and minimum composite scores on the Scholastic Aptitude Test or American College Testing Program.

Starting in the fall of 1988, the standard will be set at a minimum score of at least 700 on the S.A.T. or 15 on the A.C.T. and a 2.0 average in the core courses. The N.C.A.A. is expected at its convention this winter to vote on a proposal to extend the rule to schools in the less competitive Division 1-AA.

Surveys conducted this fall indicated that nearly one out of 10 seniors recruited to play college football this year failed to meet the N.C.A.A. standard. About 85 percent of those declared ineligible were black.

STATES

North Carolina Centers Appeal Ban on Spanking

Eleven church-based day-care centers are appealing a decision by the North Carolina Child Day Care Commission that proscribes the spanking or paddling of children by center personnel.

The commission last month found the 11 centers guilty of violating state rules on day-care operations. The rules, adopted last year, require a written discipline policy and prohibit corporal punishment.

Center officials are charging, however, that the commission's ruling abridges parental rights and religious freedom.

They maintain that the Bible gives them the authority to spank, citing Proverbs 22:15, which states that "foolishness is bound in the heart of a child, but the rod of correction will drive it far from him."

Timothy Thomas, a spokesman for one of the centers and chairman of the Mount Olivet Baptist Church board of directors in Raleigh, N.C., said the center has a written policy that allows spanking and paddling. Parents read it and agree to it in writing, he said.

"As a school, we feel there are times when a child needs to be spanked," Mr. Thomas said.

According to the rules promulgated by the 15-member day-care commission, however, "no child shall be handled roughly in any way, including spanking."

The church-affiliated centers have 30 days to appeal the decision to a hearing examiner, according to Ronald Penney, head of the administrative branch of the state department of human services. The examiner will make a recommendation to the commission.

If the commission's ruling is upheld, the church-based centers will take legal action, Mr. Thomas said.

Coalition in Wisconsin Offers Finance Plan

Saying that property-tax payers will "need C.P.R. [cardiopulmonary resuscitation] after they receive their tax bills in December," a coalition of teachers, farmers, real-estate agents, and others has called for an end to the use of property taxes to finance precollegiate education in Wisconsin.

The newly formed Coalition for Property Tax Reform, in a plan released last month, proposes that public schools in the state be financed by new revenue sources and the reallocation of existing state funds.

Under the proposal, use of property taxes to support K-12 and vocational education would be discontinued. To replace that source of revenue, the state income tax would be increased by 1.45 percent and school districts would be granted the authority to levy local personal-income taxes.

The coalition plans to present its proposal to the legislature when it convenes in January.

If the plan is adopted, about three-fourths of education funding would come from the state, and one-fourth from local, nonproperty-tax revenues.

According to a coalition spokesman, establishment of a local income tax would more equitably distribute the burden of funding education. Property taxes should be used to finance property-related services, such as police and fire protection, not schools, the group argues.

DISTRICTS

Officials Ponder Link Among Cancer Cases

Officials at a small rural school district in Washington State say they are baffled by an unexplained cluster of cancer cases among students at one of the district's elementary schools.

Since 1983, five students at Crestline Elementary School in Clark County have contracted various forms of the disease. Public-health experts, however, have been unable to detect a link among the victims.

After the first four cancer cases were diagnosed in 1983, district officials ordered an extensive series of tests of the school building and its surrounding grounds, but found no evidence of any health hazard.

Official concern eased after no new cancer cases were reported in 1984 or 1985. This year, however, after an 11-year-old Crestline student was found to be suffering from a form of bone cancer, the search was renewed.

"We have tested everything we can possibly think of," said Don Smith, assistant superintendent of the Evergreen School District. "But everything is still coming back negative."

Last month, experts armed with Geiger counters swept the building but found no traces of radioactivity, Mr. Smith said. Tests for chemical contamination have also been negative.

"We have no indication of a possible link," Mr. Smith said, noting that each of the victims had contracted a different type of cancer. "There is no medically known factor that could cause all of them," he said.

12-Year-Old Is Shot At Football Game

A 12-year-old Lexington, Ky., boy has died after being accidentally shot at a high-school football game by a 12-year-old friend carrying a loaded handgun.

It was Kentucky's third student-related shooting in three weeks, according to Joe D. Gormley, superintendent of the Woodford County public schools. Earlier, in Carlisle County, a 12-year-old boy shot and killed another boy, age 14, during an after-school fight, and in Jessamine County, a 12-year-old boy was shot by a neighbor of about the same age, though not fatally.

The superintendent of the Jessamine County schools called the string of shootings "freakish."

Ernie Trosper, principal of Hunterton Elementary School in Lexington, where both boys involved in the most recent shooting attended 6th grade, said "there was no malice" in the incident.

"It was an accidental thing," he said.

The boy has been charged with first-degree assault and released into the custody of his grandparents, with whom he lives. The .38-caliber weapon belongs to the grandfather.

According to Mr. Gormley, the boy had bragged about having the loaded gun with him during the game. It

WASHINGTON

Tax Law's Bond Limits Force Schools To Adjust

By William Montague

WASHINGTON—School-district officials may have to change their financial plans in a number of ways to comply with strict new limits on the sale and use of tax-exempt bonds.

The federal tax-revision bill signed into law by President Reagan last month will sharply limit the ability of many districts to experiment with innovative financing methods, according to Katherine Herber, a lawyer and tax lobbyist with the National School Boards Association.

Any district planning to market its securities on the tax-exempt bond market will also face significantly higher costs under the new law, she added.

"Some districts are going to find themselves between a rock and a hard place," Ms. Herber warned. "This is going to compel them to raise taxes; there simply is no other alternative."

Although the most burdensome provisions were dropped from the final compromise measure, the law still sets stringent limits on how much districts can earn through arbitrage—the use of bond revenues to make short-term, high-interest investments. Districts have commonly used such investments to offset some of the costs of floating their bonds.

The law also places complicated limits on the extent to which districts can allow "private use," by community groups and other organizations, of school facilities paid for with tax-exempt bonds.

Contract Changes Seen

According to Ms. Herber, the private-use restrictions could force districts to alter such arrangements as contracts with food-service companies and other vendors; agreements permitting the use of school facilities by city or county recreation programs; and even the public-private partnerships that many schools have entered into with local companies.

Under the new law, no more than 10 percent of the money raised with tax-exempt bonds can be used to benefit a company or other private organization. The term "benefit" is defined broadly and includes the use of school property even when the district charges rent or a user's fee.

The law applies to the activities of a broad range of entities, including companies, trade associations, charities, nonprofit groups, and the federal government.

Moreover, within the 10 percent restriction, an even lower limit is imposed on what the law describes as "unrelated" private use. This ceiling would apply to activities not re-

Continued on Following Page

New Law Curbs Tuition Plans

Some middle-income parents may need to find new ways to finance their children's college educations as a result of the federal tax-revision law passed by the Congress last month.

A little-noticed provision of that law eliminates a popular tax break that has allowed many parents to save for tuition and living costs by placing income-producing assets in their children's names.

Under the old federal tax code, parents could avoid taxes by giving assets such as stocks or bonds to their children. Income from these "custodial accounts" was then taxed at the very low tax rate applying to the child.

Parents could also set up what were known as "Clifford trusts"—revokable trusts in which the children were named as beneficiaries, with the income taxed at their low rates. After a minimum of 10 years—usually following a child's graduation—such a trust could be dissolved, with the assets reverting back to the parents.

Although statistical information is lacking, financial and education experts agreed last week that such arrangements grew in popularity during the period of high inflation of the 1970's and early 1980, which pushed many middle-income taxpayers into much higher rate brackets.

"My impression is that for middle- and upper-middle-class parents, this has become a reasonably attractive way of funding their children's education," said Sheldon Steinbach, director of govermental relations for the American Council on Education.

The new federal code, however, completely eliminates Clifford trusts and sharply limits the tax benefits of custodial accounts. Under the new law, children under the age of 14 can receive $500 annually in tax-free earnings from such accounts. Another $500 is taxed at their low rates. Additional earnings are then taxed at their parents' rates.

Children over the age of 14 can also receive $500 tax free, and any additional income will continue to be taxed at their rates. The net effect, then, will be to limit the number of years that a parent's initial gift is allowed to accumulate low-tax or no-tax income.

"When you dovetail this with the loss of the interest deduction on student loans and the increases in tuition and room and board over the last several years, you're looking at a major hit for a number of parents," Mr. Steinbach said. —W.M.

DATABANK

E.D. Budget for Fiscal 1987

	FY 1986	FY 1987			
		President's Request	House Bill	Senate Bill	Enacted
			(in thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Grants to local educational agencies	$3,062,400	$3,261,005	$3,507,000	$3,400,000	$3,453,500
State agency programs:					
Migrants	253,149	202,519	264,524	264,524	264,524
Handicapped	143,713	150,170	150,170	150,170	150,170
Neglected and delinquent	31,214	32,616	32,616	32,616	32,616
State administration	34,076	35,607	35,607	35,607	37,107
Evaluation and technical assistance	5,020	6,246	6,246	6,246	6,246
Total, Chapter 1	**3,529,572**	**3,688,163**	**3,999,163**	**3,889,163**	**3,944,163**
Migrant education:					
High-school equivalency program	6,029	—	DEFER	6,300	6,300
College assistance migrant program	1,148	—	DEFER	1,200	1,200
TOTAL, compensatory education programs	**3,536,749**	**3,688,163**	**3,999,163**	**3,896,663**	**3,951,663**
IMPACT AID					
Maintenance and operations:					
Payments for 'a' children	490,941	513,000	513,000	533,000	533,000
Payments for 'b' children	124,410	—	130,000	65,000	130,000
Special provisions (Section 2)	21,054	20,000	22,000	22,000	22,000
Disaster assistance	29,570	10,000	10,000	10,000	10,000
Construction	16,747	5,000	25,000	20,000	22,500
TOTAL, impact aid	**682,722**	**548,000**	**700,000**	**650,000**	**717,500**
SPECIAL PROGRAMS					
Improving School Programs (Chapter 2):					
State block grants	478,500	500,000	500,000	499,000	500,000
Secretary's discretionary fund:					
Inexpensive book distribution (including RIF)	6,699	7,000	7,000	7,800	7,800
Arts in education	3,021	3,157	3,157	3,337	3,337
Alcohol and drug abuse education	2,871	3,000	14,000	3,000	3,000
Law-related education	1,914	2,000	3,000	3,000	3,000
National Diffusion Network	10,240	10,700	10,700	10,700	10,700
Rural education	—	—	4,000	—	—
Discretionary projects	2,921	3,052	3,052	—	1,500
Total, Chapter 2	**506,166**	**528,909**	**544,909**	**526,837**	**529,337**
Other Special Programs:					
Teacher training and improvement:					
State grants	—	80,000	—	—	—
Secretary's discretionary fund	—	15,000	—	—	—
Science and mathematics education	43,066	—	43,066	100,00	80,000
Training and advisory services (Civil Rights, Title IV)	22,966	—	24,000	25,000	24,000
Follow through	7,177	—	DEFER	DEFER	DEFER
Territorial teacher training assistance	1,914	—	1,914	2,000	2,000
General assistance for the Virgin Islands	4,785	—	4,785	5,000	5,000
Ellender fellowships	1,627	—	1,700	1,700	1,700
Women's educational equity	5,742	—	6,000	1,000	3,500
Magnet schools	71,775	—	75,000	75,000	75,000
Excellence in education	2,392	—	2,392	—	—
Leadership in educational administration (LEAD)	7,177	—	7,177	—	7,177
TOTAL, special programs	**687,612**	**878,909**	**710,943**	**738,537**	**727,714**
BILINGUAL EDUCATION					
Bilingual programs	90,862	99,285	99,161	94,951	99,161
Training grants	32,121	33,566	36,490	33,564	33,564
Support services	9,991	10,100	10,300	10,440	10,370
Vocational training	3,527	—	3,686	—	—
Emergency immigrant education	28,710	—	30,000	—	30,000
TOTAL, bilingual education	**165,211**	**142,951**	**179,637**	**138,955**	**173,095**
EDUCATION FOR THE HANDICAPPED					
Education for the handicapped:					
State assistance:					
State grant program	1,163,282	1,135,145	1,300,000	1,408,000	1,338,000
Preschool incentive grants	28,710	31,000	31,000	60,000	180,000
Early intervention initiative	—	—	—	100,000	50,000
Special-purpose funds:					
Deaf-blind centers	14,119	9,000	14,764	15,000	15,000
Severely handicapped projects	4,785	4,300	5,000	5,300	5,300
Early-childhood education	22,968	22,500	24,000	17,600	24,470
Educational technology and materials	—	—	—	8,870	3,500
Secondary and transitional services	6,316	6,330	6,600	7,300	7,300
Postsecondary programs	5,264	5,300	5,500	5,900	5,900
Innovation and development	16,080	16,000	16,811	18,000	18,000
Media services and captioned films	16,676	16,500	17,429	18,500	15,000
Regional resource centers	6,029	6,000	6,300	6,730	6,700
Recruitment and information	1,062	1,025	1,110	1,200	1,200
Special-education personnel development	61,154	48,000	63,908	67,700	67,730
Special studies	3,089	2,000	2,000	3,800	3,800
TOTAL, education for the handicapped	**1,349,534**	**1,303,100**	**1,494,429**	**1,741,900**	**1,741,900**

		FY 1987			
	FY 1986	President's Request	House Bill	Senate Bill	Enacted
			(in thousands)		
REHABILITATION SERVICES AND HANDICAPPED RESEARCH					
Rehabilitation services:					
Basic state grants	1,145,148	1,100,000	1,148,356	1,281,000	1,281,000
Supported employment	—	—	DEFER	25,000	22,100
Service projects:					
Special demonstration programs	19,332	14,635	DEFER	15,500	18,400
Recreational programs	2,105	—	DEFER	2,330	2,330
Migratory workers	957	950	DEFER	1,058	1,058
American Indians	1,340	715	DEFER	1,500	1,500
Projects with industry	14,547	13,000	DEFER	16,070	16,070
Helen Keller Center	4,115	4,200	4,300	4,600	4,600
Client assistance	6,412	6,300	DEFER	7,100	7,100
Independent living:					
Comprehensive services	10,527	—	DEFER	11,830	11,830
Centers	22,011	22,000	DEFER	24,320	24,320
Services for older blind people	4,785	—	DEFER	5,290	5,290
Training	25,838	15,000	DEFER	29,550	29,550
Innovation and expansion	8,613	9,000	DEFER	9,000	9,000
National Institute of Handicapped Research	41,983	39,000	DEFER	48,500	48,500
Evaluation	1,723	600	DEFER	2,110	2,110
TOTAL, rehabilitation services and handicapped research	**1,309,436**	**1,225,400**	**1,152,656**	**1,484,758**	**1,484,758**
VOCATIONAL AND ADULT EDUCATION					
Vocational education:					
Basic grants	748,738	387,156	848,000	782,381	815,000
National research and data programs	9,570	6,818	12,000	10,000	11,000
Consumer and homemaker education	30,273	—	31,633	31,633	31,633
State advisory councils	6,986	7,000	7,300	7,500	7,500
Community-based organizations	7,178	—	7,500	6,000	6,000
Bilingual vocational training	—	—	—	3,686	3,686
Adult education	97,579	104,000	110,000	101,983	105,981
TOTAL, vocational and adult education	**900,324**	**504,974**	**1,016,433**	**943,183**	**980,800**
STUDENT FINANCIAL ASSISTANCE					
Pell grants:					
Current year	3,432,262	3,000,000	DEFER	3,800,000	3,800,000
Fiscal year 1986 shortfall	146,000	250,000	DEFER	100,000	100,000
Supplemental grants	394,762	—	DEFER	412,500	412,500
Campus-based aid	—	400,000	DEFER	DEFER	DEFER
Work-study	567,023	—	DEFER	592,500	592,500
Direct loans:					
Capital	181,830	—	DEFER	188,000	188,000
Cancellations	26,796	25,000	DEFER	22,000	22,000
Income-contingent loans	—	137,568	DEFER	5,000	5,000
State student incentive grants	72,732	—	DEFER	76,000	76,000
TOTAL, student financial assistance	**4,821,405**	**3,812,568**	**DEFER**	**5,196,000**	**5,196,000**
GUARANTEED STUDENT LOANS					
TOTAL, guaranteed student loans	**3,258,875**	**3,480,250**	**3,394,000**	**3,004,000**	**3,004,000**
HIGHER EDUCATION PROGRAMS					
TOTAL, higher education	**435,683**	**261,578**	**29,500**	**454,428**	**479,128**
HIGHER EDUCATION FACILITIES LOANS AND INSURANCE					
TOTAL, higher education facilities loans and insurance	**17,891**	**19,205**	**DEFER**	**19,205**	**19,205**
COLLEGE-HOUSING LOANS, LOAN LIMITATION					
TOTAL, college-housing loans, loan limitation	**57,420**	**—**	**60,000**	**40,000**	**60,000**
EDUCATIONAL RESEARCH AND STATISTICS					
National Institute of Education	48,628	70,231	DEFER	54,831	54,831
National Center for Education Statistics	6,371	—	8,747	8,747	8,747
TOTAL, educational research and statistics	**54,999**	**70,231**	**8,747**	**63,578**	**63,578**
LIBRARIES					
Public libraries:					
Services	71,774	—	80,000	80,000	80,000
Interlibrary cooperation	17,226	—	20,000	18,000	18,000
Training and demonstrations	957	—	DEFER	1,000	1,000
Research libraries	5,742	—	DEFER	6,000	6,000
Construction	21,533	—	25,000	22,500	22,500
Literacy initiative	4,785	—	5,000	5,000	5,000
TOTAL, libraries	**122,017**	**—**	**130,000**	**132,500**	**132,500**
PAYMENTS TO SPECIAL INSTITUTIONS					
American Printing House for the Blind	5,263	5,510	5,510	5,500	5,500
National Technical Institute for the Deaf	30,624	31,380	32,000	32,000	32,000
Gallaudet College	59,335	60,737	60,737	62,000	62,000
Howard University	157,168	157,170	170,230	162,170	170,230
TOTAL, payments to special institutions	**252,390**	**254,797**	**268,477**	**261,670**	**269,730**
DEPARTMENTAL MANAGEMENT					
Salaries and expenses	224,939	241,192	241,692	234,692	234,692
Office of the Inspector General, salaries and expenses	14,654	16,378	16,378	16,378	16,378
Office for Civil Rights, salaries and expenses	41,759	38,185	38,185	44,000	43,000
TOTAL, departmental management	**281,352**	**295,755**	**296,255**	**295,070**	**294,070**
TOTAL, DEPARTMENT OF EDUCATION	**17,859,280**	**16,265,891**	**13,380,231**	**19,018,427**	**19,235,841**

SOURCE: Education Department.

Schools Adjust to Tax Changes

Continued from Preceding Page

lated to the educational functions of a school, such as the use of a gymnasium for a charity fund-raising event.

According to Ms. Herber, most districts should be able to live with the new limits if they renegotiate their contracts with the companies that run their cafeterias, day-care centers, or other business activities located on school property.

Under the law, such contracts will not be considered private use if they meet complicated rules that limit their longevity and forbid the use of payment systems based on profit-sharing.

"If they tailor their management contracts to come within the code, then most districts are unlikely to have a problem with the 10 percent limit," Ms. Herber predicted.

The schools most likely to be burdened by the new rules, she said, are those in rural areas, where public facilities are few and schools traditionally have been a major focus for community life. "The limits could become a real problem for them," she said.

Leasing Plans Thwarted

In all school districts, however, operating in the new world created by the federal tax revision will require business officials to pay much closer attention to how they are using their bond revenues, Ms. Herber stressed.

"Many [district officials] do not seem to realize the potential impact of these changes," she said. "This is the first time they have been confronted with the need to figure out what is and what is not private use."

At a recent conference, Ms. Herber said, she found that a number of district officials were planning to enter into so-called "sale/lease-back" agreements with private firms as a way of financing school construction. Under such an arrangement, a district uses bond revenue to build a school, then sells the building to a private company—usually a real-estate developer—and leases it back.

"There's no question that sale/lease-back is strictly 'no can do' under the new code," Ms. Herber said. "People need to be aware of that when a real-estate developer approaches them with what looks like a great plan."

Under the old tax law, she noted, such arrangements offered numerous advantages to districts, which could use them to keep their debt down and their taxes low, while not running the risk that enrollment declines would leave them with unneeded buildings.

Even seemingly minor and innocuous cases of private involvement in school facilities can cause trouble if a district already has a large amount of private use, Ms. Herber cautioned.

For example, she said, one school in Pennsylvania recently entered into a partnership agreement with a local company. In return for their volunteer work, the firm's employees were allowed exclusive use of the high school's athletic facilities on designated evenings.

Arbitrage Restrictions

"It's a great idea, and there may be no problem with it," Ms. Herber said. "But when they agree to something like that, district officials have to realize that it counts toward their 10 percent limit."

Even more complicated than the private-use rules are the arbitrage restrictions contained in the new law, financial experts have noted.

Under the previous code, districts were allowed considerable leeway to earn money with their bond revenues, especially those intended for school construction.

By investing bond revenue until it was needed, districts could earn more than they had to pay in interest to bondholders.

Districts could even generate a small surplus to cover some overhead costs, such as underwriters' fees.

The new law, however, limits that flexibility and imposes a stiff penalty for failure to comply with arbitrage restrictions. If a district violates the rules, the interest on its bonds becomes taxable, retroactive to the date they were sold.

Excess arbitrage profits must also be rebated to the U.S. Treasury.

Some school-finance experts are worried that the stringency of the penalties will increase the risks associated with school bonds, and thus lead bond buyers to demand higher interest rates.

Severe arbitrage restrictions are not warranted by the facts, argued Bruce Hunter of the American Association of School Administrators.

"I have never seen any credible evidence of arbitrage abuse by school districts," he said. "Over 50 percent of all school-bond proposals are defeated at the polls as it is, so it's not like we are floating them willy-nilly. The taxpayers are looking them over pretty hard to begin with."

Grants Target Youth Issues

Washington—The Education Department has awarded a total of $725,000 in grants to 10 public and private projects designed to address a variety of youth and school issues, including gang violence and dropout prevention.

Announced last week by Secretary of Education William J. Bennett, the awards went to projects judged to be the "most significant" from among 339 proposals submitted this year in a competition sponsored by the department's research arm, the office of educational research and improvement.

Panels of scholars and practitioners from outside the federal government chose the grant recipients, according to a department spokesman. An 18-member group assessed the projects' technological merit; an 8-member body judged the significance of the projects.

"Not all good or important research ideas come from Washington or from large centers," said Chester E. Finn Jr., assistant secretary for educational research and improvement. He said the grant winners—public and private organizations, institutions, and agencies, as well as individuals—would study "significant educational topics and problems."

Because of limited funding, the 1986 grant-award program was the first of its kind organized by the O.E.R.I. in several years, according to Eileen Nicosia, a department

Contiued on Page 20

NOTE

ONLY THE FOLLOWING PAGES OF THIS

PUBLICATION HAVE BEEN FILMED

Cov. 1, p. 2, 16.

R4800-2A

EDUCATION WEEK

American Education's Newspaper of Record

Volume VI, Number 10 · November 12, 1986

© 1986 Editorial Projects in Education

Benefit to Schools Seen in Democratic Control of Senate

The Changing of the Guard: 21 New Governors, 2 Chiefs

By Tom Mirga

The national political landscape changed dramatically last week, as voters sent 11 new Democrats to the Senate, giving the party control of the chamber for the final two years of President Reagan's term with a 55-to-45 majority.

Spokesmen for leading education organizations said they were optimistic that the major shift in power would work in their favor. But other observers raised the possibility that the education issue would become a political football between the outgoing Republican President and the Democratic Congress in the two years leading up to the next Presidential election.

ELECTION '86

"It's a whole new ball game," said Nick Penning, a lobbyist for the American Association of School Administrators. "The biggest question is, how much will the President work with a Democratic-controlled Congress?"

Added Terry Hartle, an education-policy analyst with the American Enterprise Institute: "The biggest danger for education, and all other domestic-policy issues, will be if Mr. Reagan decides to take on the Congress and bring out his veto stamp. The fight over the budget could get very nasty."

Voters last week also elected 21 new governors. Among the losers was incumbent Gov. Mark W. White Jr. of Texas, who gained nationwide acclaim—but sharp

Continued on Page 15

Also in the news

4 Schools Seek Greater Guidance On Teaching About AIDS
Although many schools already include instruction about AIDS in their curricula, more are looking for help in developing programs.

5 School-Business Partnerships: Time for a Substantive Change
Participants in such programs are calling for a shift in focus from enrichment to such serious problems as dropouts and drug abuse.

6 Preschool Program Is Finding Too Few Takers in New York City
Officials may have to "knock on doors" to enroll more 4-year-olds in pilot classes of a citywide early-education program.

THE JOHNSON FOUNDATION

Left to right, John R. Palmer of the University of Wisconsin at Madison, Cecil G. Miskel of the University of Utah, and Donald P. Anderson of Ohio State University, all deans of education, confer at a Holmes Group meeting at the Johnson Foundation's Wingspread conference center in Racine, Wis., in August.

Many New Members of Holmes Group Question Elements of Reform Agenda

By Lynn Olson

More than half of the 123 research universities invited to join the newly reconstituted Holmes Group—an organization seeking reforms in the way teachers are educated and the conditions under which they work—will probably do so by this Saturday's deadline.

But representatives from many of those institutions say they will move slowly to carry out the group's proposals. And some have questioned the wisdom or feasibility of the group's recommendations.

Education-school deans from a number of the institutions joining the group said during recent interviews, for example, that they were not convinced their schools should abolish the undergraduate education major—one of the group's central and most controversial proposals.

Howard Mehlinger, dean of Indiana University's school of education, said that, although the university plans to join the group, "we have no intention of eliminating the undergraduate major in education, nor of getting out of the business of permitting

Continued on Page 10

Clinics' Birth-Control Efforts Aim To Control Growth in the Black Population, Some Charge

By Debra Viadero

In the emotion-charged debate over whether and how school health clinics should dispense birth-control aids, dark new accusations—of "population control," "social engineering," even "genocide"—are beginning to emerge.

Brought to the surface during recent disputes over clinics in Boston, Chicago, and New York City, the isolated charges reflect what some national leaders see as a growing uneasiness among blacks and other minorities over the way the campaign to combat teen-age pregnancy is unfolding.

It is an uneasiness, they say, that has roots in American history, but is being fueled by the growing attention to demographic trends.

Donald H. Smith, professor of education at the City University of New York's Baruch College, is one of many black educators who claim, for example, that the distribution of contraceptives and birth-control prescriptions at New York City high schools with high concentrations of minority students may be part of a movement to "curtail the black birth rate and control the population."

"We recognize that the face of America is changing dramatically," said Mr. Smith, a past president of the National Alliance of Black Educators. "There are those in power who watch those demographics very carefully."

But others, such as Dr. Camilo Marquez, a New York child psychiatrist who led a group of 50 black doctors supporting the city's clinics, call such insinuations "emotionally provocative and patently absurd reactions."

Among those interviewed last week there was agreement on only one point: Discussion of the racial overtones in family planning is losing its behind-closed-doors quality. And soon, they said, the issue will be prominent nationally in the debate over

Continued on Page 12

Justices Decline To Review Cases On Desegregation

Will Not Resolve Conflict Between Rulings on Busing

By Tom Mirga

WASHINGTON—The U.S. Supreme Court last week declined to resolve a major split between two federal appeals courts over the constitutionality of school districts' plans to abandon court-ordered student busing and return to neighborhood schools.

In a move that surprised many legal observers, the Court voted 8 to 1 to let stand conflicting appellate-court rulings earlier this year in desegregation cases involving the Norfolk, Va., and Oklahoma City public schools.

In the Norfolk case, the U.S. Court of Appeals for the Fourth Circuit last February upheld a new student-assignment policy that has resulted in black enrollments of more than 90 percent in 10 of the district's 36 elementary schools. In contrast, the U.S. Court of Appeals for the 10th Circuit in June invalidated a similar neighborhood-schools plan that had left 33 of the Oklahoma district's 64 schools more than 90 percent black.

The appeals courts thus reached opposite conclusions on one of the last major unset-

Continued on Page 9

Local School Boards Lose Power, Prestige, New Study Asserts

By Lynn Olson

WASHINGTON—Local school boards—the traditional bastion of lay governance in American education—have fallen in prestige and power, but are far from obsolete, according to a new national study.

"School boards have remarkable grassroots support across the United States," said Michael D. Usdan, president of the Institute for Educational Research, which conducted the study.

But while people support local boards in the abstract, he said at a press conference here last week, there is "widespread civic ignorance" and "civic apathy" about what the boards actually do.

Few voters participate in school-board elections, the institute, a nonprofit organization based in Washington, reported in its study, "School Boards: Strengthening Grassroots Leadership."

Although citizens in many communities say their boards are "well-meaning," the study said, they see them as mired in controversy and largely ineffective. Qualified leaders from the business and civic community are reluctant to run for board positions.

Board members surveyed complained that they lacked political clout and preparation for board service, spent too little time

Continued on Page 16

IN SUMMARY

I.Q. Test Fails Court Test
Following a federal judge's ruling, California education officials are preparing to notify schools that I.Q. tests may not be used to evaluate and place blacks in special-education classes. **Story on Page 4.**

Seeking Models To Meet the Mandate
Some schools were teaching about AIDS well before the recent calls for massive education programs, but most are just beginning to think about the topic and are looking for guidance. **Story on Page 4.**

Rethinking Partnerships
Participants in school/business partnerships laud their positive impact on education, but now urge a new emphasis on such serious problems as dropouts and drug abuse. **Story on Page 5**

In Arkansas: The Importance of Child Care
A blue-ribbon task force has linked the economic future of the state to the quality, availability, and affordability of child-care services, and has recommended legislative action. **Story on Page 6.**

Focus on the Turmoil of Teens
The Carnegie Corporation of New York has named 24 prominent Americans to its task force studying ways to promote healthier adolescent development. **Story on Page 9.**

Lessons of a Noble Life
Just as they teach about Jefferson and Madison, schools have a "duty" to teach about the life, work, and teachings of Martin Luther King Jr., Secretary of Education William J. Bennett says. **Story on Page 8.**

Commentary .... 17 & 24
Deadlines 20
Events 20
Letters 19
Marketplace 21
Teachers 4

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94 (airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 10.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Kirsten Goldberg, Bill Montague
Marleen Nienhuis, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

COPY EDITOR
Tricia Furniss

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTORS
Carol Maloney, Susan B. Schafer

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

ADMINISTRATIVE ASSISTANTS
Julia Woltman, Pamela G. Pitt, Tony L. Price

MARKETPLACE ADVERTISING
Barbara Ross
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $63. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

NATIONAL

Grants To Help Train Middle-School Teachers

The National Science Foundation last week announced a second round of grants aimed at improving the training of middle-school mathematics and science teachers.

The first set of grants was issued in August. Altogether, nine grants, totaling $8 million for five-year projects, have been awarded.

According to one grant recipient, few states offer special certification for middle-school teachers, and many colleges lack programs to prepare them.

Yet, said Linda Schulman, head of the science division of the Lesley College undergraduate school, the middle-school grades are when students form lasting attitudes toward science and mathematics.

With its $999,561 award, Lesley College will develop and implement a new curriculum for prospective teachers, Ms. Schulman said. It will provide training in both mathematics and science, as well as in teaching methods aimed at increasing women's interest in those fields.

The curriculum will also emphasize the relationship between science and society, she said.

Number of One-Parent Families Said Rising

More than a quarter of all American families with children—and more than 60 percent of all black families—were headed by a single parent last year, the U.S. Census Bureau reported last week.

Over the past 15 years, the bureau's report said, the growth in the number of single-parent families has been "one of the most significant changes in family composition."

In 1970, single-parent families accounted for 12.9 percent of all American families. Last year, according to the report, of the 33.4 million families with children, 8.8 million—or 26.3 percent—were headed by a single parent.

Among black families with children, 60.1 percent were headed by a single parent, compared with 35.7 percent in 1970. More than 20 percent of white families had only one parent, up from 10 percent in 1970.

The majority of single-parent families, the report said, were headed by women. They were the heads of households in 4.9 million of the 5.7 million white single-parent families and 2.6 million of the 2.8 million black single-parent families.

The researchers who compiled the report attributed the trend toward single-parent families to changing social attitudes. Young women who become pregnant out of wedlock no longer feel compelled to marry, they said, and give greater consideration to the impact marriage will have on their future.

But the report noted that, while the number of single-parent families is growing, the rate of increase is slowing. From 1970 to 1975, the number of single-parent families jumped by 48.7 percent. But from 1980 to 1985, it rose by 26.9 percent.

STATES

Preschool Project Aims To Cut Dropout Rate

Gov. Richard D. Lamm of Colorado last week announced plans for a two-year state project to train selected preschool teachers in methods of stimulating children's interest in school.

The Governor described the program, which was developed by the High/Scope Educational Research Foundation, as a way to bring about an eventual reduction in the state's high-school dropout rate.

David P. Weikart, president of High/Scope, predicted that the program could eventually halve the dropout rate, which is 6.1 percent statewide, according to the most recent figures available. In Denver, the rate is more than 10 percent.

Mr. Weikart also said studies have shown high-quality preschool education to be effective in reducing the likelihood that pupils will later be unemployed, commit crimes, or be dependent on welfare.

He said the High/Scope program's approach is to teach ways to get children interested in school by sparking their curiosity and encouraging responsibility.

The foundation will train 20 preschool educators each year, who will be expected to share what they learn with other teachers. The training will be paid for with $200,000 in public and private funds. Although details of the project's funding are still to be worked out, state officials said, selection of the teachers has begun, and the training sessions will begin at the end of the month.

Administrators Sued By Tax Group in Oregon

A tax-reform group in Oregon has filed suit against the state's school administrators' association, charging that the organization improperly used public funds to oppose a ballot measure that would have lowered property-tax rates. The plaintiffs, Oregon Taxpayers United, contend that the administrators should not have assisted the "No on 9, 11, and 12 Committee," which campaigned against several tax-limitation initiatives defeated in last week's election. *(See related story, page 14.)*

In its suit, Oregon Taxpayers United charges that the association allowed the anti-initiative committee to set up shop in its headquarters building and that association staff members assisted the committee's campaign efforts.

The administrators' association, along with several other state education groups, strongly opposed most of the tax measures on this year's ballot. The education groups supported proposition 7, which would have established a state sales tax.

"The taxpayers, which are us, don't have the kind of money that [the education groups] have to wage a campaign through the media," said Mary Lou Jessup, president of the tax-reform group. "We object to having our own money used against us."

Ozzie Rose, executive director of the Confederation of Oregon School Administrators, denied that public funds were involved in the group's election activities. Although the dues of some members are paid for by their districts, he said, the payments are fringe benefits for those members, not public expenditures.

"They are dead wrong, and I think they know it," Mr. Rose said. "I think they filed the suit just to get a little publicity before the election."

An Oregon circuit court will hold a preliminary hearing on the case next Monday, Ms. Jessup said.

DISTRICTS

Magnet-Plan Transfers Target of Justice Probe

The U.S. Justice Department is investigating the Montgomery County, Md., school board's voluntary-desegregation plan for possible civil-rights violations, a department official said last week.

The investigation marks the first time that the department has examined the transfer policies used to prevent racial imbalance in magnet-school programs, said Nathaniel Douglas, chief of the education section of the civil-rights division.

He said the department had received complaints from parents whose children were denied admission to the programs on the grounds that their enrollment would adversely affect a school's racial balance.

If the students were denied admission solely on the basis of their race, Mr. Douglas said, that would indicate a violation of Title IV of the Civil Rights Act of 1964.

Michigan District Offers Guarantee on Graduates

School officials in Howell, Mich., have offered local employers an unusual guarantee: If the district's high-school graduates are found lacking in basic skills, the employers can send them back.

MARK YOUR CALENDAR. . .

January 29 & 30, 1987

The Bard College Center's* 10th Annual Conference for High School and College Educators

"School, College and Society: The Place of Service in the Curriculum and Institutional Life"

For early reservations and information
Amie Zeitler, Bard College Center,
Annandale-on-Hudson, NY 12504
914-758-6822

BARD

*In cooperation with the Association of Episcopal College

Do you want to provide *EFFECTIVE-TEACHING TRAINING* for your staff—but do not have enough time or money?
Purchase all necessary training materials to provide effective-teaching workshops. Save the **Time** and **Effort** it takes to plan and develop the training plus the **Money** to hire outside consultants.
Training materials for a 30 hour workshop include: a Leader's Guide containing 200 pages of information, examples, and 70 practice activities; plus 320 Transparencies, 115 page Participants' Studybook, and ten 20 minute Video Demonstrations.
The author has used the materials successfully with 2000 educators.
20% Introductory Discount
Training in Phoenix, December 1986.

Order: Zephyr Inc.,
1008 E. Baseline #846
Tempe, AZ 85283 602-831-0575

ANNOUNCING

The Dana Hall Summer Institute for Faculty Development in Women's Studies

Intensive two-week seminars for secondary school teachers in English, History, Math, Science, Religion, French, and Sociology, focusing on:
· the New Research in Women's Studies
· Curriculum Development
· Approaches to Teaching
Dates: Session I – June 21 - July 4, 1987
Session II – July 5 - July 18, 1987
Costs: $675 day
$950 boarding
$400 optional graduate credit applied for from Simmons College
Seminars are limited to twenty participants. Early application is encouraged.
Application deadline: April 10, 1987
For further information write:
The Dana Hall Summer Institute, Heather McClave, Ph.D., Director
Dana Hall School, 45 Dana Road, Wellesley, MA 02181

Balancing the Scales:

200 Years After the Constitution

Future Designs for Educational Equity
A National Conference On School Equity
Funded by the Danforth Foundation

Omni International Hotel
St. Louis, Missouri
January 28-30, 1987

In Historic Union Station

Presenters
Gary Orfield
Robert Crain
Barbara Sizemore
Kenneth Clark
Gordon Foster
Willis Hawley
Harold Hodgkinson
Drew Days
Charles Willie
David Tatel
Greg Anrig
James Banks
And Others

For further information, complete this form and return it to: Dr. Susan Uchitelle, Voluntary Interdistrict Coordinating Council, 10601 Clayton Road, St. Louis, MO 63131 or call (314) 432-0079. Please print or type.

Name: ____________________
Address: ____________________
City / State / Zip: ____________________
Telephone: ____________________

Study Says Boards Lose Power, Prestige

Continued from Page 1

National Profile of Board Members

By Ethnic Group*

	'84	'85
Black	2.4	3.0
White	90.4	93.5
Hispanic	1.5	1.2
American Indian	.8	.8
Oriental	.5	.3
Other	4.3	1.2

*Some percentages do not total 100 because of rounding.

By Income Level

	'84	'85
Under $20,000	3.6	8.6
$20,000-29,999	18.6	13.5
$30,000-39,999	21.5	20.5
$40,000-49,999	17.0	18.7
$50,000-59,999	12.9	14.0
$60,000-69,999	8.6	7.6
$70,000-79,999	5.7	4.7
$80,000-89,999	3.3	3.7
$90,000-99,999	1.5	1.7
$100,000 or more	7.0	6.9

SOURCE: THE INSTITUTE FOR EDUCATIONAL LEADERSHIP

on "real" educational issues, and expended too much time responding to state mandates.

The report, which was paid for with a grant from the American Can Company Foundation, is based on case studies in nine metropolitan communities—Alexandria, Va.; Atlanta; Columbus, Ohio; Hartford; Indianapolis; Jefferson County, Colo.; Lewisville, Texas; Oakland, Calif.; and Pittsburgh. The institute surveyed more than 200 board chairmen in the nine areas as well as in three largely rural states—Idaho, Iowa, and Wyoming.

Although the case studies focused on large school systems with enrollments of at least 10,000, such districts enroll 43 percent of the nation's students.

In each case study, researchers interviewed a cross-section of the community to determine how the boards were perceived and what people thought the boards' roles should be.

'Civic Ignorance'

The public has a "real commitment to local control" of schools, said Jacqueline P. Danzberger, director of the study.

"They believe there has to be some place within the community where disparate views can sort themselves out," she said. "They really see the school board as doing that."

"Unfortunately," she added, "they don't see *their* school board doing that."

The report cautioned that "deep public apathy and indifference" could spell trouble for boards in the future, as student populations become increasingly diverse, and creative leadership becomes more necessary.

"Some citizens believe that school-board members operate the schools, are paid handsome salaries for doing so, and if something is wrong, a board member can fix it," the report states. "This is far from the truth. These opinions show little sense of the board as a collective, nor an understanding of a board's policy responsibility."

Divisiveness

One result of this public apathy is that more and more board members perceive themselves as representatives of special-interest groups or constituencies, rather than as trustees acting on behalf of the public interest, according to the report.

Citizens frequently expect individual board members to advocate their particular concerns, diverting board members from their proper policymaking roles.

"Such behavior can result in divisiveness among board members if several are pushing for disparate interests or demands," the study notes, saying that the situation is exacerbated in districts in which board members are "elected or appointed by geographic areas within the community."

The study found that while more and more students are members of minority groups, school-board members remain predominantly male, middle or upper-middle class, white, and college-educated.

In urban areas, where board members are more representative of their racial and ethnic constituencies, they lack "easy and influential" access to the "political and economic" decisionmakers, said Barbara A. McCloud, director of the superintendents' roundtable for the institute.

In general, the study found, board members have been isolated from other policymakers. Few boards, for example, had a regular means of conversing with representatives of other governing agencies at the state or local level.

Boards were designed to keep education out of the "hurly-burly" of politics, said Michael W. Kirst, a member of the study team and professor of education and business administration at Stanford University.

"We may need to rethink this," said Mr. Kirst, noting that the nonpartisan stance has kept boards out of the political mainstream.

The report mentions, but does not specifically endorse, the possibility of electing board members through the political-party structure.

Mr. Usdan said that, particularly in big cities, a "much more explicit connection between school governance and general governance" was needed.

But in a forum following the press conference, Hernan LaFontaine, superintendent of the Hartford school system, cautioned against bringing "partisan politics" to bear on school boards. The patronage and corruption within local municipal governments, he said, is not a model that boards should emulate.

Passive Role

The report also found that boards had been bypassed in the past three years of state education reforms.

"School boards feel they have, at best, been only peripherally involved, that they have been cast in a passive role and are perceived as reactors, rather than partners in shaping change," the report states.

That situation must be altered, it says, if educational reforms are to have impact in the classroom.

"Because school boards are charged by states and localities to make policy and govern local public education," the report argues, "their willingness and capacity to lead, in large measure, will determine the long-range success or failure of school-improvement efforts."

Board members surveyed expressed a growing sense of alarm about state intrusiveness. Eighty-five percent said they believed their states were becoming more directive. And a majority said that the state was creating more agenda items for the board.

'Real' Issues

In general, board members said, they spend too little time on "real" education issues, yet feel they must "do it all."

About 39 percent of those surveyed, for example, named appraising curricula as a key board function; yet 42 percent said they spent too little time on the task.

Likewise, about 31 percent said that continuous goal-setting, policy development, and appraisal should be high priorities, while 41 percent said too little time was devoted to these areas.

Fully one-third of the board members sampled said their boards do not have regular goal-setting or planning meetings. And only 21 percent said that carrying out and monitoring board policies absorb most of their time.

Moreover, despite the recent push for accountability in education, only 33 percent of the boards surveyed had policies for evaluating their own effectiveness.

The key, the institute suggests, is for boards to concentrate on their policymaking and oversight roles and "avoid getting bogged down in minutia and administrative duties."

Effective Boards

The study includes a list of "effectiveness indicators" that local boards can use to compare their performance to that of successful school boards nationwide.

They include: focusing on education and educational outcomes; setting broad goals and using strategic planning to accomplish them; ensuring an adequate flow of resources, equitably distributed; dealing openly with controversy; seeking community participation; exercising continuing oversight over programs and their management; and working out the division of administrative and policy responsibilities.

For copies of the report, write the Publications Department, Institute for Educational Leadership Inc., 1001 Connecticut Avenue, N.W., Suite 310, Washington, D.C. 20036. Individual copies are $6. Discounts are available for larger purchases. There is a $1 charge per book for postage and handling.

NOTE

ONLY THE FOLLOWING PAGES OF THIS

PUBLICATION HAVE BEEN FILMED

Cov. 1, p. 2, 9, 15.

R4800-2 A

THIS WEEK'S FORUM: PAGE 19

EDUCATION WEEK

American Education's Newspaper of Record

Volume VI, Number 12 · November 26, 1986

© 1986 Editorial Projects in Education

Black Segregation Remaining Stable, New Study Finds

But Isolation of Hispanics Has Steadily Worsened

By William Snider

Washington—Despite the Reagan Administration's opposition to mandatory quotas in court-ordered desegregation plans, the proportion of blacks attending racially isolated schools remained constant during the President's first term, according to a leading researcher in the field.

Hispanic children, however, have become increasingly segregated in the nation's public schools, continuing a trend that predates the current Administration, said Gary Orfield, director of the University of Chicago's National School Desegregation Project.

He reported the findings at a conference here this month sponsored by the Chicago project.

In the first major analysis of desegregation data undertaken since Mr. Reagan took office, Mr. Orfield concluded that the constitutional separation of powers between the federal judiciary and the executive branch had effectively prevented a reversal of desegregation trends.

"The data reflect the extremely important role of the courts and the relatively unimportant role of political statements and executive-branch maneuvers," Mr. Orfield said in an interview.

The data could also be interpreted to mean that "a relatively small civil-rights movement has fought to a stalemate against much larger forces," he added.

Mr. Orfield attracted considerable attention last year when he resigned from a panel created to advise the U.S. Commission on Civil Rights on its $400,000 national school-desegregation study. He also urged school districts to end their cooperation with the commission's researchers. *(See Education Week, Oct. 30, 1985.)*

In his resignation letter, Mr. Orfield charged that the commission's study was "so flawed that it cannot be carried out in a way that will either be seen as professionally respectable or fair."

The analysis Mr. Orfield presented this month was based on data collected by the

Continued on Page 16

Instruction or Indoctrination?

'Religious Literacy' Is Called a Casualty Of Fight Over Church-State Separation

By Kirsten Goldberg

New York City—"Religious literacy" has been a casualty in the intensifying war over issues of church-state separation in the public schools, participants at two national conferences said here last week.

And though they pointed to a renewed interest in high-school coursework about religion, the conference-goers warned that deep divisions remain on the question of when such studies cross the line between instruction and indoctrination.

Austin Creel, a University of Florida religion professor, said at the annual meeting of the National Council on Religion and Public Education that "fear and ignorance of Supreme Court decisions" had made school officials hesitant about including any material on religion in the curriculum.

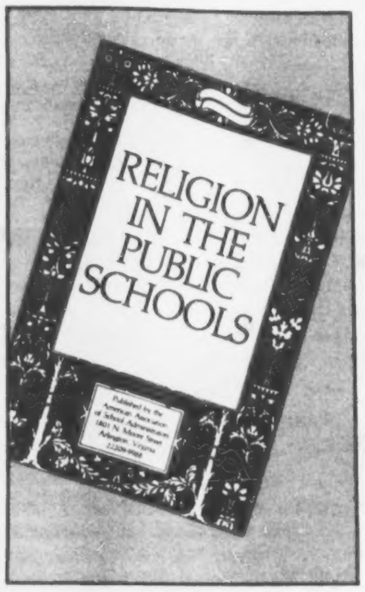
"As a nation," he said, "we don't know how to talk about religion non-confrontationally. We need to assure teachers that they can teach about religion."

At the nearby annual meeting of the National Council for the Social Studies, Paul C. Vitz, a New York University psychology professor and the author of a federal study on religion in textbooks, urged teachers to "take religion out of the taboo category and discuss it objectively and calmly."

"America is probably the most religious country in the modern world," Mr. Vitz said, "and this needs to be addressed."

The two groups, which met separately, hosted a joint session on textbooks at which participants stressed that a knowledge of religions and their role in history is essential to an understanding of hu-

Continued on Page 15



Sourcebook published by the American Association of School Administrators.

Schools Gaining Ground in Competition To Sponsor Early-Childhood Programs

By Marleen Nienhuis

Washington—In an increasingly bitter competition over who will control the funding for and be the major provider of childcare and early-childhood-education programs, publicly funded community-based centers appear to be losing ground to public-school systems.

"It's an old debate with a new wrinkle," Marjorie W. Lee, an early-childhood-education consultant for Howard University, said at the annual meeting of the National Association for the Education of Young Children here earlier this month.

"As public schools have been losing enrollment," she said, "some bright administrator figured out that there was a whole unserved population group—the preschool children."

"But minorities feel that the public schools have traditionally failed their children, especially the black males," Ms. Lee explained. "Getting these children at a younger age means failing them earlier."

Ms. Lee's "old debate" flared anew at several sessions of the annual meeting, as supporters of Head Start and other community-run programs challenged advocates of a

Continued on Page 16

ELAINE K. REBMAN

Some fear that programs for children will lose their comprehensiveness.

Improved Education Said Needed To Avert Deeply Divided South

By Lynn Olson

Unless its schools and colleges are greatly improved, the South will become a divided region—characterized by an educated, urban middle class on the one hand and an undereducated, poor rural population on the other—according to a blue-ribbon panel of 20 prominent Southerners.

The group of academic, business, and political leaders, known as the 1986 Commission on the Future of the South, released its report last week in Little Rock, Ark., at the annual meeting of the Southern Growth Policies Board.

The board is a public interstate agency that examines economic-development issues in the South.

According to the report, "Halfway Home, A Long Way To Go," the "sunshine on the Sunbelt" has benefited large cities and regions along the Atlantic Seaboard while skipping over many small towns and rural areas.

"This is really the problem that we are called on to deal with," said William F. Winter, former Governor of Mississippi and chairman of the commission, "finding a solution to the dilemma of two Souths which are rapidly growing farther apart."

"For all their struggle to hold on to vanishing jobs," the report states, "some of our citizens have settled into a quicksand of poverty at the very bottom of Southern society."

"Schools have been unable to lift them out," it continues, "because the South, despite recent improvements, still spends below the national average per pupil, has higher rates of adult functional illiteracy, reports lower scores on college-entrance ex-

Continued on Page 14

Also in the news

Chiefs Offer Guidelines For Testing Student Skills
The nation's chief state school officers are offering guidelines for the National Assessment of Educational Progress and are considering the viability of a "common core of learning" for public schools.
5

Teacher Certification: A Model of Professionalism
The RAND Corporation is proposing a model plan for teacher evaluation and licensing that it says could ensure "that all beginning teachers have knowledge and teaching skills and are competent to practice."
6

Suit Will Test Limits Of Chapter 1 Ruling
A class action contesting San Francisco's arrangement for providing federally funded remedial services to parochial-school students could result in an important precedent for school districts across the country.
12

IN SUMMARY

Regrets Only
Of the 123 institutions invited to join the Holmes Group, 91 have accepted, and only one might be denied membership because of its stand on undergraduate education majors. **Story on Page 9.**

Who Is Restrained?
California school officials have asked the U.S. Supreme Court to overturn a ruling that deviant handicapped students may remain in class until their behavior has been evaluated. **Story on Page 10.**

Federal Funds Forthcoming
For the first time, the federal government will provide funds—$10 million—to help school systems teach children about acquired immune deficiency syndrome. **Story on Page 8.**

Language and Economics
The nation's economic future is imperiled by the lack of emphasis in schools and colleges on foreign languages and culture, says a task force of the Southern Governors' Association. **Story on Page 14.**

Spotlight on the Young
A national commission—the second in recent months—has been established to study young people and how "they become workers and, more importantly, responsible adult citizens." **Story on Page 11.**

Holy Days and Holidays
School boards can meet employees' needs to observe holy days by setting any reasonable policy that harmonizes job requirements and religious practices, the High Court has ruled. **Story on Page 12.**

Commentary 24
Deadlines 20
Early Years 4
Events 20
Honors 20
Letters 17
Marketplace 21
New in Print 18

FORUM
"Restructuring the Schools: States Take on the Challenge."
Education Commission of the States.
Statement on Page 19

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEFK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 12.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Kirsten Goldberg, Bill Montague
Marleen Nienhuis, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

COPY EDITOR
Tricia Furniss

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTORS
Carol Maloney, Susan B. Schafer

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

ADMINISTRATIVE ASSISTANTS
Julia Woltman, Pamela G. Pitt, Tony L. Price

MARKETPLACE ADVERTISING
Barbara Ross
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

Census Study Gauges Child-Support Payments

Less than half of the 8.7 million women not living with the fathers of their children received child-support payments in 1983, a new study by the Census Bureau has found.

The report, "Child Support and Alimony: 1983," said 53 percent of divorced, separated, or unmarried women with children—including single mothers and those who have married other men—got no financial help from their children's fathers.

About 3.7 million of these women—or 43 percent—never won voluntary agreements or court orders for child support, the study found. One-quarter of these mothers told census researchers that they did not want the payments; the rest said they failed to qualify because they could not prove paternity or because the fathers had disappeared.

Of those who did not qualify for any child support, 66 percent were black, 33 percent were white, and 82 percent were never-married women in homes where the fathers were absent.

Among women who were scheduled to receive child support, 76 percent received some or all of it in 1983, slightly more than in 1981, the report said. The average annual payment was $2,340.

Less than 14 percent of the 17.4-million divorced or separated women in 1983 were entitled to alimony, according to the census figures. Of those, 77 percent were actually receiving payments.

Reagan Signs Measure To Pay Vaccine Victims

Despite "serious reservations," President Reagan has signed into law a measure creating a government trust fund to compensate children injured by adverse reactions to vaccines.

Under the measure, victims or their survivors can collect damages without proving negligence, or they may choose to sue vaccine manufacturers, although the new law will make it harder to win such cases.

The no-fault system is designed to ease a liability-insurance crisis that has raised premiums and prompted drug companies to threaten to halt the production of vaccines for certain childhood diseases.

Before the compensation fund can begin paying claims, however, the Congress must finance it.

Lawmakers are expected to do so early next year by authorizing a tax on each dose of vaccine for polio, diphtheria, whooping cough, tetanus, measles, mumps, and rubella.

Mr. Reagan approved the legislation, H R 5546, while criticizing a provision that gives the federal courts—rather than the executive branch—responsibility for administering the compensation system. The "unprecedented arrangement" raises constitutional questions involving the separation of powers, Mr. Reagan said.

NATIONAL

Parents' Federation Endorses Drug Testing

The National Federation of Parents for Drug-Free Youth has endorsed the use of "carefully controlled" drug-testing programs in schools, professional sports, industry, and the military.

"Drug screening is an effective method that parents can use to monitor the drug involvement of their children," said Carolyn Burns, a vice president of the federation, which is among the nation's largest anti-drug volunteer organizations.

But the group's position, adopted last month, does not include support for blanket or random drug screening, a spokesman said.

Its resolution specifies that any screening include "meticulous, supervised collection of specimens"; testing by laboratories that "can demonstrate quality control and reliable, accurate results"; and counseling and intervention efforts for those who test positive.

The federation, which comprises an estimated 8,000 parents' groups nationwide, was formed six years ago to fight drug abuse among children and teen-agers.

National Dropout Center Established at Clemson

Officials of South Carolina's Clemson University have announced plans for a multimillion-dollar center that will serve as a national clearinghouse for information and research on dropout prevention.

Established last month with the backing of the National Dropout Prevention Fund, a private foundation based in New York City, the center will provide a variety of services, its acting director, Gordon Gray, said. It will compile an electronic data base for dropout-related information; organize conferences and seminars; set up a toll-free telephone number for inquiries from schools, parents, and community groups; and launch a national media campaign on dropout prevention, he said.

"Data collection on the dropout problem is poor and not standardized," Mr. Gray said. "People don't realize how serious a problem it is."

The foundation's leaders asked Clemson to establish the center, he said, because "they felt that, coming out of the South, it would have a lot of credibility." The fund's founder, Esther B. Ferguson, is a South Carolina native who was once a dropout herself, he noted.

Group Sees a Decline In Corporate Giving

In what would be a sharp reversal of a 10-year upward trend, many of the nation's largest corporations are planning to reduce their contributions to education organizations and other nonprofit groups, according to a recent survey.

A poll of 439 major companies by the Conference Board, a business-research group, found that the respondents expected to reduce their donations next year by an average of 2.5 percent, according to Linda Cardillo Platzer, a board spokesman. Some companies are planning cutbacks of up to 78 percent, she said.

The survey was conducted this past summer, and the results were released earlier this month.

Last year, Ms. Platzer noted, the corporations surveyed reported an average increase of 7 percent, following on the heels of a 26 percent jump from 1983 to 1984 and continuing a decade-long rise in donations.

"The era of sizable, automatic increases appears to be coming to an end," she said. "They simply cannot maintain that kind of growth rate in this economy."

She attributed much of the expected decline to retrenchment among the major oil companies and in other basic industries, as well as to the recent wave of corporate mergers and acquisitions. Often, she said, the reorganized corporations donate significantly less than they did under their previous managements.

STATES

Texas Rejects Textbook For Ignoring Sexuality

The Texas State Board of Education has voted unanimously to reject a popular health-science textbook because it does not contain material on human sexuality and reproduction.

At a Nov. 8 meeting, the board declined to approve the most recent edition of *Modern Health*, which is published by Holt, Rinehart & Winston. At the same time, it voted to add to the list of state-approved books four other health texts that include sections on sexual behavior and the reproductive process, a spokesman for the Texas Education Agency said.

In accepting the texts, however, the board instructed their publishers to add information from the U.S. Surgeon General's recent report on acquired immune deficiency syndrome, the spokesman said.

Opponents of the *Modern Health* text cited the state's high teen-age pregnancy rate as their reason for

Indiana University's Status in Holmes Group Uncertain

By Lynn Olson

Only one of the 91 institutions that have asked to join the newly reconstituted Holmes Group may be denied membership, following a meeting of the organization's interim executive board last week.

Indiana University—whose education-school dean, Howard Mehlinger, was an early participant in the group's meetings—has been sent a letter asking it to clarify its position on the Holmes agenda for reforming teaching and teacher education.

The university submitted its first-year membership dues of $4,000. But its acceptance letter made it clear that the school of education does not see a need to shift the bulk of its undergraduate education program to the graduate level—one of the central proposals of the Holmes Group, a consortium of research universities.

The university's first-year membership dues have been returned. And it appears probable that unless the university changes its stance, or has been misunderstood, its dues will not be accepted.

"A final determination hasn't been made on Indiana," said Richard Prawat, an educational psychologist and professor of teacher education at Michigan State University who is working with the Holmes Group. "The ball is in their court."

Membership List

Last April, the consortium's interim executive board of 14 education-school deans invited 123 public and private universities to join the Holmes Group. The deadline for institutions to make their decisions was Nov. 15.

Following its Nov. 16 meeting, the interim executive board released a list of 90 universities that have been accepted for charter membership, as well as 10 other institutions, in addition to Indiana University, whose status is "pending."

The decision by the 10 institutions about whether they will join appears imminent, Mr. Prawat said, adding that the "institutions really had good reasons for needing more time."

No deadline has been set by which those institutions must make their decision, he noted, but he added that they would probably want to join before the group's first national meeting in January.

Three institutions not originally invited to join—Boston University, Mississippi State University, and New Mexico State University—were asked to become charter members in recent months. Two of them are still weighing their decisions.

Mr. Prawat said the institutions were invited after the group "reconsidered" their research activities.

Despite a strongly worded Nov. 5 memorandum from Judith E. Lanier, acting chairman of the group and dean of the college of education at Michigan State University, in which she urged institutions that did not agree with the Holmes agenda to withdraw their membership applications, no institution did so, Mr. Prawat said. *(See Education Week, Nov. 19, 1986.)*

'Gratified'

"I am gratified that so many institutions are willing to undertake such an important task," Ms. Lanier said, referring to the overwhelmingly favorable response to the organization's invitation. "The problems of the field are legendary, and there is no tradition of universities working collaboratively to improve the professional education of teachers and the work of professional teachers in schools."

The magnitude of the response means that the Holmes Group will probably have representation in all 50 states—one of its goals.

There are four states in which no institution has yet joined the group—Alaska, New Hampshire, North Carolina, and North Dakota—but decisions by universities there are pending.

The large number of positive responses will also provide the organization with a first-year budget of at least $360,000, and possibly as much as $404,000, from membership dues alone.

The Ford Foundation has also awarded a $300,000 grant to support the consortium's work for an initial two-year period, and other funding agencies are considering Holmes Group proposals.

The Agenda

In addition to the annual membership dues, institutions that joined the group had to agree to support the organization's agenda by developing and carrying out a program of reform at their institutions over the next five years.

The Holmes Group's five broad goals—contained in a report released last spring, entitled "Tomorrow's Teachers"—are to make the education of teachers more intellectually rigorous; to improve the relationship between schools and universities; to set high standards for entry into the profession; to create a hierarchy of teachers based on differences in education, experience, performance, and knowledge; and to make schools better places for teachers to work and learn.

Its more specific proposals include replacing undergraduate teaching majors with graduate professional programs; strengthening the liberal-arts curriculum for teachers; increasing the number of minority students in teacher-education programs; developing a set of rigorous examinations and licensing requirements for teachers; and establishing new "professional-development schools" akin to teaching hospitals, in which prospective teachers would receive their clinical training.

'Genuinely Pleased'

David Imig, executive director of the American Association of Colleges for Teacher Education, said last week that AACTE was "genuinely pleased that the organization has finally come together, that a lot of the anticipation is past, and that the members now will be in a position to articulate a direction for the Holmes Group."

Continued on Page 15

Current and Potential Members of Holmes Group

Institution[1] and City	Bachelor's Degrees	Master's Degrees	Doctoral Degrees	NCATE Accreditation
Alabama				
Auburn Univ., Auburn	282	78	16	Yes
Univ. of Alabama, University	167	208	75	Yes
Alaska				
Univ. of Alaska,[2] Fairbanks	49	37	0	No
Arizona				
Arizona State Univ., Tempe	286	101	10	Yes
Arkansas				
Univ. of Arkansas,[3] Fayetteville	304	252	36	Yes
California				
Stanford Univ., Stanford	0	135	47	No
Univ. of California, Berkeley	0	28	30	No
Univ. of California, Davis	0	3	0	No
Univ. of California,[2] Santa Barbara	0	58	23	No
Univ. of Southern California,[3] Los Angeles	170	197	124	Yes
Colorado				
Colorado State Univ., Fort Collins	126	125	21	Yes
Univ. of Colorado, Boulder	89	111	29	Yes
Connecticut				
Univ. of Connecticut, Storrs	132	127	59	Yes
Delaware				
Univ. of Delaware, Newark	147	86	11	No
District of Columbia				
Catholic Univ. of America, Washington	18	2	0	Yes
Howard Univ., Washington	10	49	3	No
Florida				
Univ. of South Florida, Tampa	454	361	38	No
Georgia				
Clark College, Atlanta	21	0	0	Yes
Emory Univ., Atlanta	4	18	2	No
Georgia State Univ., Atlanta	147	135	135	Yes
Hawaii				
Univ. of Hawaii, Honolulu	245	130	10	No
Idaho				
Univ. of Idaho,[3] Moscow	114	67	12	Yes
Illinois				
Univ. of Chicago, Chicago	0	24	21	No
Univ. of Illinois, Chicago	86	112	4	No
Univ. of Illinois, Urbana	313	237	81	No
Indiana				
Indiana Univ.,[2] Bloomington	302	300	58	Yes
Purdue Univ., West Lafayette	265	295	25	Yes
Iowa				
Iowa State Univ., Ames	327	90	23	Yes
Univ. of Iowa, Iowa City	266	73	5	Yes
Kansas				
Kansas State Univ., Manhattan	359	242	79	Yes
Univ. of Kansas, Lawrence	214	195	54	Yes
Kentucky				
Univ. of Kentucky, Lexington	260	126	28	Yes
Univ. of Louisville, Louisville	124	212	1	Yes
Louisiana				
Louisiana State Univ., Baton Rouge	286	116	5	Yes
Tulane Univ., New Orleans	0	22	0	No
Maine				
Univ. of Maine, Orono	246	123	4	Yes
Maryland				
John Hopkins Univ., Baltimore	0	108	6	No
Univ. of Maryland, College Park	254	165	113	Yes
Massachusetts				
Boston College, Chestnut Hill	114	131	45	Yes
Boston Univ.,[2] Boston	95	296	113	Yes
Harvard Univ., Cambridge	0	369	459	No
Massachusetts Institute of Technology,[2] Cambridge	0	0	0	No
Univ. of Massachusetts, Amherst	162	169	96	Yes
Michigan				
Michigan State Univ., East Lansing	464	437	105	Yes
Univ. of Michigan, Ann Arbor	152	1,462	90	Yes
Minnesota				
Univ. of Minnesota, Minneapolis	427	357	92	Yes
Mississippi				
Mississippi State Univ.,[2] Mississippi State	278	175	28	Yes
Univ. of Mississippi, University	200	92	31	Yes
Missouri				
Univ. of Missouri, Columbia	283	259	84	Yes
Univ. of Missouri, Kansas City	94	190	15	Yes
Montana				
Univ. of Montana,[2] Missoula	123	57	17	Yes
Nebraska				
Univ. of Nebraska, Lincoln	487	216	70	Yes
Wayne State College, Wayne	117	45	0	Yes
Nevada				
Univ. of Nevada, Reno	104	59	8	Yes
New Hampshire				
Univ. of New Hampshire,[2] Durham	66	88	0	Yes
New Jersey				
Rutgers Univ., New Brunswick	200	183	94	No
New Mexico				
New Mexico State Univ., Las Cruces	145	106	13	Yes
Univ. of New Mexico,[3] Albuquerque	198	288	43	Yes
New York				
Bank Street College of Education, New York	0	144	153	No
Fordham Univ., New York	18	226	67	Yes
New York Univ., New York	37	371	98	Yes
State Univ. of New York, Albany	28	312	41	No
State Univ. of New York, Buffalo	415	249	0	Yes
Syracuse Univ., Syracuse	387	278	42	Yes
Teachers College, Columbia Univ., New York	0	514	220	Yes
Univ. of Rochester, Rochester	7	78	23	No
North Carolina				
Duke Univ.,[2] Durham	0	1	9	Yes
North Dakota				
Univ. of North Dakota,[2] Grand Forks	1,952	64	16	Yes
Ohio				
Kent State Univ., Kent	362	307	36	Yes
Ohio State Univ., Columbus	660	387	114	Yes
Ohio Univ., Athens	345	150	15	Yes
Univ. of Cincinnati, Cincinnati	207	146	35	Yes
Oklahoma				
Oklahoma State Univ., Stillwater	70	9	0	No
Univ. of Oklahoma, Norman	145	146	71	Yes
Oregon				
Univ. of Oregon, Eugene	220	261	60	Yes
Pennsylvania				
Lehigh Univ., Bethlehem	0	65	10	Yes
Temple Univ., Philadelphia	137	174	106	Yes
Univ. of Pennsylvania,[2] Philadelphia	0	135	74	No
Univ. of Pittsburgh, Pittsburgh	89	300	166	Yes
Rhode Island				
Univ. of Rhode Island, Kingston	115	19	0	Yes
South Carolina				
Univ. of South Carolina, Columbia	220	356	42	Yes
South Dakota				
Univ. of South Dakota, Vermillion	106	108	26	Yes
Tennessee				
Univ. of Tennessee, Knoxville	310	202	45	Yes
Texas				
Baylor Univ., Waco	300	56	0	Yes
Texas A & M Univ., College Station	603	116	78	Yes
Texas Tech Univ., Lubbock	432	101	20	Yes
Trinity Univ., San Antonio	57	41	0	Yes
Univ. of Houston, Houston	172	283	49	Yes
Univ. of Texas, Austin	427	241	98	Yes
Utah				
Univ. of Utah, Salt Lake City	129	0	30	Yes
Vermont				
Univ. of Vermont, Burlington	129	149	0	Yes
Virginia				
College of William and Mary, Williamsburg	64	99	21	Yes
Univ. of Virginia, Charlottesville	85	71	112	Yes
Virginia Commonwealth Univ., Richmond	136	84	0	Yes
Virginia Polytechnic Institute and State Univ., Blacksburg	302	129	65	Yes
Washington				
Univ. of Washington, Seattle	28	142	53	Yes
Washington State Univ., Pullman	231	32	26	Yes
West Virginia				
West Virginia Univ., Morgantown	235	338	42	Yes
Wisconsin				
Univ. of Wisconsin, Madison	620	180	84	No
Univ. of Wisconsin, Milwaukee	147	216	20	Yes
Wyoming				
Univ. of Wyoming, Laramie	280	47	9	Yes

---

[1] Some institutions offer post-bachelors and 6th-year degrees.
[2] Institution pending membership in the Holmes group.
[3] The institution has not returned the AACTE Annual Report, and the data provided has not been updated.

SOURCES: The *1986-87 Directory* of the American Association of Colleges for Teacher Education, The Holmes Group Executive Board, and independent research.

'Religious Literacy' Is Called a Casualty

Continued from Page 1

man diversity.

But at both meetings, speakers sounded an underlying theme that has divided educators as well as church leaders on the issue: the relationship between the study of religion and the teaching of values.

'Peace Offensive'

Jacqueline G. Wexler, president of the National Conference of Christians and Jews, said at the N.C.R.P.E. conference that a recent survey by her organization of 15 religious groups had shown that most supported the inclusion of public-school courses on religion.

She called on religious leaders to "engage in a peace offensive with public education in order to introduce children to belief and 'unbelief.' "

"If religion is ignored," Ms. Wexler said, "our children will be deprived of learning about their heritage."

But James K. Uphoff, professor of education at Wright State University, said that although the religious right has been a leading force in pointing out the absence of religion in the classroom, Christian fundamentalists have often been among the first to object to courses on religion.

"Most challenges to the public schools' teaching about religion come from those who say, 'The truth is known, so you can't examine it critically,' " he said. "They don't want it taught."

Said Nicholas Piediscalzi, the N.C.R.P.E.'s president: "Some families feel threatened by America's pluralism. To them we must point out the value of studying religion. It's not a devious secular plot to take over America."

"If America is to be a nation of tolerence," said Mr. Piediscalzi, also a professor in the Wright State religious-studies department, "it must begin in the schools."

He and other speakers said that the pertinent decisions by the U.S. Supreme Court needed to be fully explained to school officials and others. Such rulings, the N.C.R.P.E. president said, have banned the teaching of religion in public schools; they have encouraged teaching about religion.

But Peggy Shriver, the associate general secretary of the National Council of Churches of Christ, said the fear of offending religious groups had "bleached religion out" of public-school curricula. And the omission, she said, has given students the impression that religion is archaic.

"The absence of religion from the classroom comes across as not merely an oversight, but as denial of the religious claim," Ms. Shriver argued. "The emperor of religion seems in the classroom to have no clothes."

Courses Selling Well

There was evidence at the two-day conference, however, that the popularity of such coursework as "global education" may be spurring greater attempts in some districts to enlarge students' awareness of religious diversity.

Interest in high-school coursework on religions, speakers said, grew in the 1960's and early 1970's, but began to decline in the budget-cutting era of the late 1970's and early 1980's.

Few statistics are available to document what the conference participants saw as a resurgence of interest in religion, but a number of nationally marketed courses developed in the 1970's, experts said, are now selling better than ever.

One such course, developed in 1979 by the St. Louis Park (Minn.) Public Schools with the aid of a federal grant, was the end product of a struggle by the district's Jewish community to show why Friday-night football games, Christian religious symbols in the schools, and tests scheduled during the Jewish High Holy Days were a problem.

"Religion in Human Culture," the course developed after a local committee was formed to devise ways to foster student awareness of religious diversity, has since been taught in hundreds of high schools, its authors said. They said they expected 1987 to be an even bigger year for sales.

"With the emphasis this year on the bicentennial of the Constitution and the freedoms it guarantees, there is a lot of excitement and interest in the field," said Lee H. Smith, one of the course's developers and co-director of the World Religions Curriculum Development Center in the St. Louis Park Public Schools.

Currently, the program is being taught at high schools in Raleigh, N.C., Albany, N.Y., Tuscon, Ariz., and many locations in the upper Midwest, Mr. Smith said.

Representatives of the Texas-based firm that markets the $320 course, Tabor Publishing, said that no figures were available on the number of districts teaching it. But they added that it is one of the company's most popular courses.

Teaching Teachers

But in an era of "basics," other conference participants said, it is often difficult to persuade school officials to add another elective to the curriculum.

"There's no time to get more electives into school," said John Simmons, a doctoral candidate in the University of California at Santa Barbara's religious-studies department.

The university, in conjuction with the California Council for the Humanities, has developed a pilot program whose aim is to teach high-school teachers how to incorporate the study of religion into existing courses.

As part of the program, the school offers nine seminars on the world's major religions.

Mr. Creel of the University of Florida has helped develop graduate-level courses on Hinduism and Judaism for teachers. Since Florida has required high-school students to take a course on world history, he said, teachers have been more receptive to studying religion for their own certification requirements.

'Anemic' Approach Hit

Other speakers argued, however, that the task of teaching objectively about religions is very difficult and should be approached cautiously.

"We're not satisfying people with strong religious beliefs when we try to introduce descriptions about religions in public schools," said Raymond English, vice president of the Washington-based Ethics and Public Policy Center.

A former textbook author, Mr. English related the difficulty he had had when trying to frame simple descriptions of religions and their beliefs for secondary-school textbooks.

"If I was able to please one rabbi, I got into trouble with another," he said. "If the educational system must cater to all religions and all sects, then the public schools will end up as an anemic 'all-things-to-all-people' system."

Teachers must be trained to treat all religions fairly, said Talat Sultan, director of education for the Islamic Society of North America, based in Plainfield, Ind.

"Our schools of education are so busy teaching about Supreme Court cases that they've ignored how to teach about religion," Mr. Sultan said. Teaching materials, bulletin-board displays, and classroom skits should be examined by experts from each of the major religions before they are allowed into the classroom, he said.

Debate Over Values

While teaching students about religions will help them understand historical and contemporary social movements, it will not instill values, Mr. Piediscalzi asserted.

"We do not want to confuse religious education with values education—those are two separate things," he said. "When you begin to instill morals, you need to ask what is the religious base for that morality—and that's where the religious right contends schools are teaching humanism."

Ms. Shriver of the National Council of Churches said that the common values shared by the major religions, such as respect, honesty, and integrity, could be taught in public schools. "We must identify the values we can all accept," she said.

But Riffat Hassan, professor of religion at Harvard University, was critical of that approach, saying it would "neutralize" religion. "Religion is not just a set of beliefs; it's a whole world view," she said.

June Gabler, superintendent of schools in Fort Dodge, Iowa, and president-elect of the American Association of School Administrators, contended, however, that the debate over values was irrelevant. "We already teach values," she said.

Religious and politicial groups that support greater efforts in that area, Ms. Gabler said, "are just seeking to build their political bases."

She listed 10 values she claimed were being taught in the public schools, including respect for others, equality, self-discipline, honesty, and faith in democracy.

"I don't know what [Secretary of Education William J.] Bennett means when he talks about how different schools could teach different values," she said.

"These are the values we must teach, and I contend that we do teach them."

Recommendations for Teaching About Religions

If your school district is concerned about appropriate ways to include teaching about religions in your school curriculum, here are some important considerations:

- The study of religions in public schools is permitted by the Constitution as long as the subject matter is presented objectively as part of a secular program of education.
- Teachers of religion courses should be sensitive to varying beliefs of their students.
- The First Amendment does not forbid all mention of religion in the public schools. It does prohibit the *advancement* or *inhibition* of religion.
- Public schools are not required to delete from their curriculum materials that may offend any religious sensibility.
- The decision to include—or exclude—material from the curriculum must be based on secular, not religious, reasons.
- The material must be presented objectively.
- Religion should be taught with the same care and discipline as other academic courses.
- Schools should be especially sensitive to the developmental differences between elementary and secondary school students. Subjects or teaching methods that may be appropriate for secondary students may not be appropriate for younger children.

Guidelines for Teaching About Religions*

* From "Public Education Religion Studies: Questions and Answers," Public Education Religion Studies Center, Wright State University, Dayton, Ohio, 1974.

1. The school may sponsor the *study* of religion, but may not sponsor the *practice* of religion.
2. The school may *expose* students to all religious views, but may not *impose* any particular view.
3. The school's approach to religion is one of *instruction*, not one of *indoctrination*.
4. The function of the school is to *educate* about all religions, not to *convert* to any one religion.
5. The school's approach is *academic*, not *devotional*.
6. The school should *study* what all people believe, but should not *teach* a student what to believe.
7. The school should strive for student *awareness* of all religions, but should not press for student *acceptance* of any one religion.
8. The school should seek to *inform* the student about various beliefs, but should not seek to *conform* him or her to any one belief.

Reprinted from "Religion in the Public Schools" (1986) with the permission of the American Association of School Administrators, 1801 N. Moore St., Dept. 402, Arlington, Va. 22209-9988.

Indiana University's Status in Group Uncertain

Continued from Page 9

In recent months, many university representatives have appeared confused about exactly what the conditions for membership are and, in particular, whether or how soon they would have to abolish their undergraduate education majors.

"I don't think there are any hard and fast expectations" about the timetable, Mr. Prawat said. "I think that's part of what has to be looked at."

Some of the institutions that decided not to join—such as the University of Arizona—did so because of their commitment to undergraduate education majors.

Others that declined membership—such as Princeton University—do not have schools of education or undergraduate education majors. They do, however, enable liberal-arts students to become certified as teachers through a series of teacher-preparation courses.

Under the Holmes Group's proposals, such students could not be certified, but would have to work as "instructors" under the close supervision of certified faculty members.

'Time Has Arrived'

Still other institutions that turned down membership in the fledgling organization—such as the California Institute of Technology and Case Western Reserve University—offer no or minimal teacher-education programs.

Arthur E. Wise, director of the Rand Corporation's center for the study of the teaching profession, said last week, "I'm personally delighted that there's been such a warm response" to the Holmes Group.

"I think that many people are beginning to recognize that the time for upgrading teacher education and professionalizing teaching has arrived," he said. "I'm sure that there will be a struggle, though, in many places, and certainly a fear on the part of some campuses, that raising standards while others lag behind is taking a risk."

"But I think the courage of those who are willing to take this stand is to be applauded," Mr. Wise said.

In the long run, he predicted, support for the Holmes agenda will be forthcoming as states adopt certification and licensing standards compatible with the group's goals.

Bylaws Drafted

At its meeting, the Holmes Group's interim executive board also worked on a draft of the bylaws that will be sent to the membership for consideration before the group's first national meeting in Washington on Jan. 29-31. That meeting will emphasize the consortium's efforts to reach out to practicing teachers.

Ms. Lanier said: "We must work with boards of education, school administrators, teacher organizations, chief state school officers, and state governments to make major changes in the structure of the teaching profession. Such changes would provide a true decisionmaking and participatory role for highly competent teachers and would encourage them to remain in the profession."

The interim executive board plans to meet again within the next few weeks. It is forming a membership committee that will provide guidelines for institutions to follow in submitting their plans for carrying out the group's agenda, as well as a basis for reviewing those plans.

The invited institutions that declined to join are:

University of Arizona, University of California at Los Angeles, University of California at San Diego, California Institute of Technology, Yale University, University of Florida, Florida State University, University of Miami, University of Georgia, Northwestern University, University of Notre Dame, Brandeis University, Washington University (St. Louis), Princeton University, Cornell University, University of North Carolina, North Carolina State University, Case Western Reserve University, Oregon State University, Pennsylvania State University, Carnegie-Mellon University, Brown University, Clemson University, Vanderbilt University, and Rice University.

1/15/87 R4800-2

THIS WEEK'S FORUM: PAGES 20, 21, & 31

EDUCATION WEEK

American Education's Newspaper of Record / $2.00 Volume VI, Number 16 · January 14, 1987

© 1987 Editorial Projects in Education

Reagan Proposes $5.5-Billion Cut in Education Budget

Plan Seeking Major Shift To Loans, From Grants, For Student College Aid

By Robert Rothman

WASHINGTON—President Reagan's proposed budget would substantially alter federal policy on student financial aid by forcing students to bear a larger share of the costs of higher education, Education Department officials said last week.

The budget request for fiscal 1988, which came under immediate attack by representatives of college groups, would sharply cut funding for grants and loan subsidies, while broadening students' access to loans at market rates.

In addition, as its major student-aid initiative, the Administration is proposing to greatly expand a new unsubsidized loan program under which repayments are based on the recipients' income after graduation.

The proposals would shift more of the responsibility for tuition bills from the taxpayers to the students themselves, the officials said. That shift is appropriate, they argued, because students who graduate from college can expect significant additional earnings over their lifetimes.

Moreover, they contended, if parents and students paid more toward college costs, they would have a stronger incentive to pressure colleges to keep those costs down.

"When a person is paying the whole bill, and knows he is paying the whole bill, he will expect a good deal, and ask questions about whether another increase is necessary," said Secretary of Education William J. Bennett.

But the proposals come at a time when

Continued on Page 24

William J. Bennett

"Make no mistake: This is a tough, lean budget."

William D. Gray

"This is not a realistic starting point."

Lawton Chiles

". . . this budget does not have a future . . ."

Claiborne Pell

"It is a budget that deserves to be ignored."

Education Department Budget Highlights:

FY 1987 Funding	**19.5 billion**
FY 1988 Funding	**$14.0 billion**

Frozen at FY 1987 levels:

Block Grants (Ch. 2)	$500 million
Bilingual Education	$143 million
Magnet Schools	$75 million

Proposed Cuts:*

Vocational Education	$882 million
Child Nutrition	$826 million
Handicapped Grants	$298 million
Impact Aid	$170 million
Drug Free Schools	$100 million
College-Student Aid	$3.7 billion

Proposed Increases:

Youth Employment	$800 million
Chapter 1	$200 million
Adult Education	$24 million
Head Start	$20 million
Education Research	$6.6 million

* The figure is the amount of the cut below FY 1987 appropriations.

$ For related stories and Databank, see pages 24-28.

$14-Billion Spending Plan Would Eliminate Funding For Vocational Education

By William Montague

WASHINGTON—The Reagan Administration has renewed its call for deep cuts in federal education spending, proposing a fiscal 1988 budget that would eliminate all vocational-education funds, slash $3.7 billion in financial aid to college students, and cut the federal school-lunch program by nearly 18 percent.

The $14-billion request for education would spare most elementary and secondary programs from major reductions, however. And the Administration is, in fact, seeking additional money for some services, including remedial education provided under Chapter 1 and efforts to reduce adult illiteracy.

About $800 million would be added to youth programs run by the U.S. Labor Department if the Congress approves the Administration's plan. The money would be used to inaugurate a new program of employment, education, and training services for children from families on welfare.

Still, representatives of education groups say, the budget request promises little but pain; at best, they would only hold their own.

As in past years, Education Department officials endorsed many of the cuts on policy grounds, arguing that the bulk of the targeted programs are too expensive or ineffective, or that they allow recipients, such as college students, to reap the benefits without shouldering their fair share of the costs.

But this year, the same officials freely admitted that many of the cuts were driven by

Continued on Page 26

Coleman, in New Book, Reasserts Claim That Catholic Education Is Superior

By Lynn Olson

CHICAGO—James S. Coleman, the prominent analyst of schools who over the past 20 years has galvanized education debate and policymaking around his provocative research, is about to lob a new batch of findings into what he calls the "ongoing fray."

Coleman discusses his work, page 14.

In a book due out next month, Mr. Coleman and his colleague, Thomas Hoffer, argue that Catholic high schools in general do a better job of educating students and have lower dropout rates than do public schools or most non-Catholic private schools.

The two men made similar, highly controversial claims in their 1982 publication, *High School Achievement: Public, Catholic, and Private Schools Compared*, written with Sally Kilgore, now director of research for the office of educational research and improvement in the U.S. Education Department.

But they did not argue as strongly then as they do now for the benefits of Catholic versus non-Catholic private schools.

According to the researchers, for exam-

Continued on Page 16

New York Lawsuit Highlights Growing Tension Between Principals, Teachers Over Their Roles

By [illegible] Rodman

In a clash that highlights the emerging national debate between [illegible] and administrators over their roles, administrators in Rochester, N.Y., have filed suit to dismantle a local "mentor teacher" program that they claim violates state regulations and "encroaches" on their jobs as supervisors.

A New York State judge is scheduled to hear the case this week.

The Association of Supervisors and Administrators of Rochester filed the suit early last month against the city school district and the local teachers' union. It contends that the district's 22 mentor teachers are, "without question," performing only supervisory and administrative tasks without the proper credentials to do so and in violation of state regulations governing mentor programs.

"Therefore," the suit argues, "the district . . . should be prohibited from continuing this program."

Similar problems have arisen in New York City, where the president of a local school administrators' union last month blasted a suggestion by the president of the

Continued on Page 22

Also in the news

7 **No Teacher Shortage on Horizon, New Federal Report Concludes**

Joining a growing debate over the likelihood of a national teacher shortage, the U.S. Labor Bureau projects that supply will meet demand and quality will not suffer.

9 **Japan, U.S. Look At 'What Works' In Each Other's Schools**

U.S. researchers found Japan's a "formidable education system," while the Japanese noted the struggle between "egalitarianism and excellence" in American schools.

12 **More College Freshmen Eye Career in Teaching**

An improved job market seems to have triggered a "significant" rise in the number of college-bound freshmen who say they want to teach, according to a new survey.

School Boards' Role Is Target of Criticism In New York, Boston

By William Snider

Reviving an old debate on the roles and responsibilities of school boards, political leaders in New York and Boston have charged that their boards are more concerned with providing patronage jobs than with leading efforts to improve student performance.

In Boston, the city council has ordered public hearings to evaluate the workings and makeup of the Boston School Committee, which three years ago was expanded from 5 to 13 members.

"The system is failing miserably, by any and all objective standards and criteria," said Michael J. McCormack, the city councilor who filed the motion for the hearings. "I think the change has to be more than cosmetic—it has to be draconian, and you begin by changing the governing board."

In New York City, Robert F. Wagner Jr.,

Continued on Page 28

IN SUMMARY

A 'Growing Gap'
Most states have failed to fill the "growing gap" in child-care assistance resulting from federal budget cuts, according to a new report by the Children's Defense Fund. **Story on Page 10.**

A Dropout 'Emergency'
Hard-hitting reports by two independent panels have examined New York State's minority-dropout "emergency" and the "shortchanging" of students in dropout-prone Chicago high schools. **Story on Page 12.**

Investing in the Future
In the first statewide program of its kind, Michigan parents will be able to plan for their children's college education by investing in a state "tuition futures" trust fund. **Story on Page 13.**

'Grassroots' Activism
For conservative-Christian activists seeking to influence policy on education and family issues, 1986 was "the year of the grassroots," according to analyses of the November elections. **Story on Page 19.**

Rebutting the G.A.O.
A General Accounting Office report that disputed the Education Department on bilingual education was not a "serious or conscientious analysis," the department's rebuttal charges. **Story on Page 23.**

The Department and Chapter 1
Greater state and local accountability and better targeting of services are among the goals of the Education Department's plan for Chapter 1 reauthorization, officials said last week. **Story on Page 28.**

Commentary .... 29 & 40
Events 32
Federal File 23
Letters 30
Marketplace 33
Media 9

FORUM
"A National Report on the Second International Mathematics Study" International Association for the Evaluation of Educational Achievement.
Statement on Pages 20 & 21
"Let's Pull Them All Together." National Association of Pupil Personnel Administrators.
Statement on Page 31

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 16.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions,
Subscription Problems,
and Changes of Address
Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Kirsten Goldberg, Bill Montague
Marleen Nienhuis, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

COPY EDITOR
Tricia Furniss

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTORS
Carol Maloney, Susan B. Schafer

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

ADMINISTRATIVE ASSISTANTS
Julia Woltman, Pamela G. Pitt, Tony L. Price

MARKETPLACE ADVERTISING
Barbara Ross
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

E.D. Funding Is Urged For Military Schools

A new category of school district should be created to manage the 61 on-base schools now operated by the Defense Department at 17 military installations around the country, the General Accounting Office has suggested.

In a recent report to the Congress, the G.A.O. also recommended that funding for the new districts be transferred to the Education Department. The department would pay for the schools through its impact-aid program, which helps local education agencies pay for educating children who live on federal property, or whose parents work there.

Responsibility for the on-base schools, which serve both elementary and secondary students, was transferred from the Education Department to the Defense Department in 1981.

The Congress, the report states, "may want to consider" increasing impact aid to offset the program's added costs. The Reagan Administration has proposed a 24 percent cut in impact aid in its budget request for fiscal 1988.

Creating a new category of district would enable the military schools to receive the highest amount of impact aid, according to the G.A.O.

As an alternative, the report suggested, the Congress could turn the schools over to local education authorities, who would run them under contract to the Defense Department.

While the Education Department has indicated that it prefers the local-control option, the G.A.O. report warns that such a setup would be more disruptive for students and their parents.

Judge Dismisses Suit On Chapter 1 Guidelines

In a move likely to prolong the battle over the implications of the Supreme Court's decision in *Aguilar* v. *Felton*, a federal judge in Kansas City, Mo., has dismissed one of the major legal challenges to the Education Department's guidelines for providing Chapter 1 services to religious-school students.

U.S. District Judge Joseph E. Stevens Jr. last month threw out the Missouri case on the grounds that the plaintiffs lacked standing to sue, because they had failed to prove residence in areas eligible for federally funded compensatory education. Americans United for Separation of Church and State, an advocacy group, had filed the lawsuit, *Pulido* v. *Bennett*.

The suit objected to the department's advice to school districts that Chapter 1 classes could be held in mobile classrooms, parked on or near religious-school grounds, to meet the requirements of the *Felton* decision. That 1985 ruling declared unconstitutional the practice of sending public-school teachers into religious schools to provide compensatory instruction.

The suit also sought to block the use of the general Chapter 1 allocation to provide transportation for religious-school students, lease neutral sites for instruction, or make other special arrangements to comply with the Supreme Court's decision.

Americans United plans to appeal Judge Stevens's ruling, said Steve Ross, a spokesman for the group.

Comments Are Sought On ERIC Redesign Plan

The Education Department is seeking public comments on its latest ideas for redesigning the Educational Resources Information Centers system, the nation's most widely used educational data bank.

Called "ERIC in its Third Decade," the proposal calls for the ERIC system and the department's office of educational research and improvement to establish a closer working relationship.

Such an arrangement would further the research office's goals of improving the nation's educational data base, disseminating educational data in a timely fashion, and "broadening O.E.R.I.'s understanding of educational outcomes," according to James Bencivenga, an O.E.R.I. spokesman.

He said the report also proposed to make the ERIC system more accessible to the general public; to reduce the system's archival functions in favor of its dissemination role; to retain the existing scope of subject areas included in the network and to add new ones; and to enlist "new partners" in the ERIC network, including clearinghouses that might be privately operated.

Based on the public's response, a one-day conference scheduled for later this month, advice from outside experts, and the availability of funds, the department will decide what shape the ERIC system should take, Mr. Bencivenga added.

The latest proposals are among several that have been advanced in recent months as ways to revitalize the ERIC network, which currently includes 16 federally funded clearinghouses.

Comments should be sent to Elizabeth Payer, Information Services/O.E.R.I., Room 300, 555 New Jersey Avenue, N.W., Washington, D.C. 20208.

Bennett Asks Students For Constitution Essays

Secretary of Education William J. Bennett has invited elementary-school students to enter an essay contest being co-sponsored by the department as a means of celebrating the bicentennial of the U.S. Constitution.

Students in grades 1-8 are eligible to write up to 250 words on the topic, "What the Constitution Means to Me and Our Country."

"Our goal is to create an opportunity for children in the elementary grades to reflect on its meaning so that they not only understand the Constitution, but also live and love the principles it represents," Secretary Bennett said in announcing the contest last month. In addition, he said, the competition would encourage students to practice and refine their writing skills.

Public schools are to submit their pupils' entries to their state departments of education, which will select essays to send to Washington. The number of essays each state may choose can be up to twice the number of its Congressional delegation. Private-school entries will be selected by the Council for American Private Education.

A panel of judges appointed by the Education Department will select 150 winning essays, and the students who wrote them will be invited to participate in a June ceremony in the nation's capital. Their essays will be published in a pamphlet called "An American Sampler," which will be placed in the Library of Congress, and the winners will be listed in a September edition of *Weekly Reader*, which is co-sponsoring the contest.

The department is expected to send application forms to all elementary schools this month.

More information can be obtained by writing to Linda Rusthoven, Room 3703, Education Department, 400 Maryland Ave., S.W., Washington, D.C. 20202, or by calling (202) 732-4610.

NATIONAL

College Enrollment Up, Federal Survey Finds

Despite widespread predictions that the decline in the college-age population would lead to a decline in college enrollment, the number of students in college actually rose by about 1 percent this past fall, according to a survey by the U.S. Education Department's center for statistics.

A total of nearly 12.4 million students were enrolled in colleges and universities this past fall, 151,000 more than the year before, the survey found. During the same period, the number of 18- to 24-year-olds declined by 2 percent.

Enrollment in four-year institutions remained steady from 1985 to 1986, the survey found, while enrollment in two-year institutions increased by 2 percent, from 4.5 million to 4.6 million.

Some institutions responding to the department's survey attributed the enrollment increase to improvements in academic programs, especially for women, and to intensive marketing and recruiting efforts, particularly for so-called non-traditional students.

Such efforts have resulted in increases in the number of female, part-time, and older students, the survey found.

Detailed data from the survey, which was based on a sample of 608 institutions, will be available on computer tape in August.

More Firms Offering Child-Care Benefits

The number of U.S. companies that assist their employees with child care has shown "a dramatic increase" since 1978, according to a recent estimate by the Council on Economic Priorities.

A report by the council, a nonprofit corporation that studies business issues, says that about 2,500 companies provided child-care benefits in 1985, up from 110 in 1978.

But, it cautions, the rise was not considerable "in absolute terms." It estimates that only some 17 percent of the 44,000 businesses with 100 employees or more offered such benefits.

The council's estimate was based primarily on existing data provided by the Conference Board, a business-research group.

According to Dana Friedman, who compiled the figures for the council, some 500 additional companies have begun offering such benefits over the past year.

The most widely used type of child-care assistance is the "flexible spending account," according to the report's figures.

Under such plans—which were offered by some 800 companies as of 1985—the employer allocates a portion of the employee's pre-tax salary to a child-care account. The employee then selects a day-care service, and the company pays the cost from the account.

The report was published in the November issue of the council's newsletter.

Gifted-Children Center To Provide Information

With the help of a $200,000 grant from the Lynde and Harry Bradley Foundation, the Johns Hopkins University's center for the advancement of academically talented youth will create the first national clearinghouse for information on gifted and talented children, center officials announced last week.

The center will produce and distribute materials providing guidance for parents, teachers, students, and policymakers about educating highly able youth, according to Carol J. Mills, the project's coordinator.

Through a toll-free number, which is expected to be in operation next January, the center will be able to respond to inquiries from throughout the country, Ms. Mills said. In addition, she said, center officials will refer callers to local sources of information.

"We will help them locate services in their area or help them set up programs in their area," Ms. Mills said.

The center, which was established in 1979 to provide teaching and counseling services, has identified more than 36,000 academically talented children, she added.

Growing Up American

PHOTO COURTESY OF THE LIBRARY OF CONGRESS

Glimpses of childhood from 1900 to 1950, including the photograph of the skating sisters above, are featured in a exhibition at the Library of Congress that runs through May 31.

STATES

California County Sues Over Tax-Rate Freeze

The state of California has failed to resolve financial inequalities stemming from Proposition 13, which capped local property taxes in the state, San Diego County has charged in a suit.

The suit, which was filed against the state last month, contests the legislature's decision to freeze counties' formulas for allocating local property-tax revenues after the initiative was passed in 1978.

As a result of that freeze, San Diego and other fast-growing areas have found it difficult to pay for county health, welfare, and law-enforcement services, officials maintain.

"The bulk of the services we provide are mandated by the state," said David Janssen, a county spokesman. "But we only have a limited amount of discretionary funds."

In a suit filed earlier last year, the county also challenged the state's education-finance reforms, which greatly increased funding for local school districts in the early 1980's.

County officials charge that the reforms have forced San Diego taxpayers to subsidize schools in other parts of the state at a time when the county is unable to finance other public services adequately.

Because state education aid flows primarily to districts with low tax rates, Mr. Janssen said, communities in those districts can devote more revenue to other services.

The point of the suit, he said, is not to deny education aid to poor districts, but to increase state funding for non-education programs.

"The argument is that citizens have a right to equal access for health, welfare, and justice as much as they do to education," Mr. Janssen said. "There is no tradeoff involved."

N.J. Boards Seek Law On Ties to South Africa

The New Jersey School Boards Association has approved a resolution that, if adopted by the legislature, would allow school districts to disqualify contract bids from companies doing business in, or with, the Republic of South Africa.

The resolution, approved by delegates to the association's semiannual meeting last month, directs the association to draft, and to find a legislative sponsor for, an amendment to the state's law on public-school contracts that would give local boards the option of refusing bids from companies linked to South Africa.

The law currently forbids such non-economic considerations in the bidding process for school contracts, said Frank Belluscio, a spokesman for the school boards' association.

"It is unusual for our organization to take a stance on an international issue like this," Mr. Belluscio said, but "the delegates thought it appropriate to give school boards the opportunity to speak out" on South Africa's system of apartheid.

State Seeks Dismissal Of Bond-Law Challenge

The Mississippi attorney general's office has filed a motion to dismiss a class action that challenges a state law requiring 60 percent of a school district's voters to approve a bond issue for it to pass.

Richard Jones, a special assistant attorney general, said the motion argues that the suit, filed last month in a federal district court, should be dismissed because the state's Tax Injunction Act stipulates that the federal courts have no jurisdiction in state tax matters.

The plaintiffs—including Louis Armstrong, a city councilman from Jackson—charge that the effect of the requirement is racially discriminatory. They note that the Jackson district's white-majority voters have defeated every school-bond issue proposed since 1963. Enrollment in the district is 80 percent black.

Mr. Armstrong said the 60 percent requirement is "arbitrary." Any school-bond issue, unless overwhelmingly supported by the district's white voters, will fail, he said.

"My children have been adversely affected because they have to go to school in buildings that are substandard," he said.

Robert N. Fortinberry, the district's superintendent, said two bond issues for some $75 million were defeated in 1983 when they received 55 percent of the vote. He said that another bond issue was considered last year, but that when polls showed only 55 percent of the voters approved it, the board decided another try "wasn't worth it."

No hearing date on the motion has been scheduled.

New Hampshire Schools Share Lottery Windfall

New Hampshire school districts will receive a $3.7-million windfall this year, thanks to players of the state's three lottery games.

The state had estimated that revenues from its daily and instant games and from the Tri-State Lotto game operated jointly with Maine and Vermont would total $7 million in 1986, said James Wimsatt, the state's games manager. The final total, however, was $10.7 million.

"It's quite unusual to have this much of an excess," Mr. Wimsatt said. "Sales for every game we operate were up dramatically."

The New Hampshire lottery, which began in 1964, is the oldest state lottery in the nation. Under state law, all net profits from the various games must be used to aid education. Maine's and Vermont's shares of the profits from the Tri-State game are earmarked for their general-fund budgets.

New Hampshire's proceeds will be disbursed to school districts through the state's foundation-aid formula, according to Susan Ryan, a spokesman for the education department.

Correction

A chart of current and potential members of the Holmes Group in the Nov. 26 issue of *Education Week* contained incorrect figures for the State University of New York at Buffalo. In 1985-86, the institution awarded no bachelor's degrees in education, 137 master's degrees, and 75 doctorates. Sixteen liberal-arts undergraduates received teacher certification. SUNY-Buffalo is not accredited by the National Council for Accreditation of Teacher Education, as stated.

The University of Illinois at Urbana-Champaign, listed as not accredited by NCATE, has been accredited since 1954. Last year, the NCATE council extended accreditation to the university's teacher-education programs through 1990-91.

DISTRICTS

Massachusetts District's Voting System Rejected

Regional school districts in Massachusetts may have to change the way their governing boards are elected in the wake of a federal appellate-court ruling.

The U.S. Court of Appeals for the First Circuit held that the system used to elect school-board members for one of the state's regional vocational-technical school districts violated the "one man, one vote" principle of the 14th Amendment.

Robin Eisenberg, a lawyer in the elections division of the secretary of the commonwealth's office, said other regional districts would have to re-examine their own voting procedures to determine whether they complied with the appeals panel's Nov. 26 decision in *Kelleher* v. *Southeastern Regional Vocational-Technical School District*.

Under the district's voting procedure, residents of the town of Brockton elected 2 of the board's 10 members. Residents of the eight smaller towns each elected one member.

A Brockton resident challenged the procedure in federal court on the grounds that it denied his town's residents fair representation. A federal district judge upheld the voting method, but the appeals court reversed his ruling and ordered the district to devise a new system, Ms. Eisenberg said. She said the school district was not expected to appeal the ruling.

South Carolina District 'Seriously Impaired'

The South Carolina Board of Education has classified the Charleston County school district as "seriously impaired," thus opening the door to state intervention in the district's management.

The district, which is the state's second largest, failed to meet four of the eight minimum standards required to avoid the designation, according to the state's quality-assessment supervisor, Michael Turner.

The classification, announced last month, means that the state can appoint a review committee to recommend ways to improve the district's performance and require local school officials to adopt those measures.

Charleston County was cited for, among other deficiencies, a dropout rate of 3.6 percent for the 7th and 8th grades during the 1985-86 school year, and for the proportion of teachers with substandard qualifications in four of its schools, Mr. Turner said. He noted that the Charleston case was the first time the state board had imposed the unfavorable classification on the basis of those factors.

In the two previous years of the classification program, he said, a total of eight districts were labeled as "seriously impaired" because of deficient student performance on standardized tests, which was not a factor in the Charleston decision.

The district's superintendent of schools, Robert E. Burke, said last week that the classification was unfair and that he planned to appeal it.

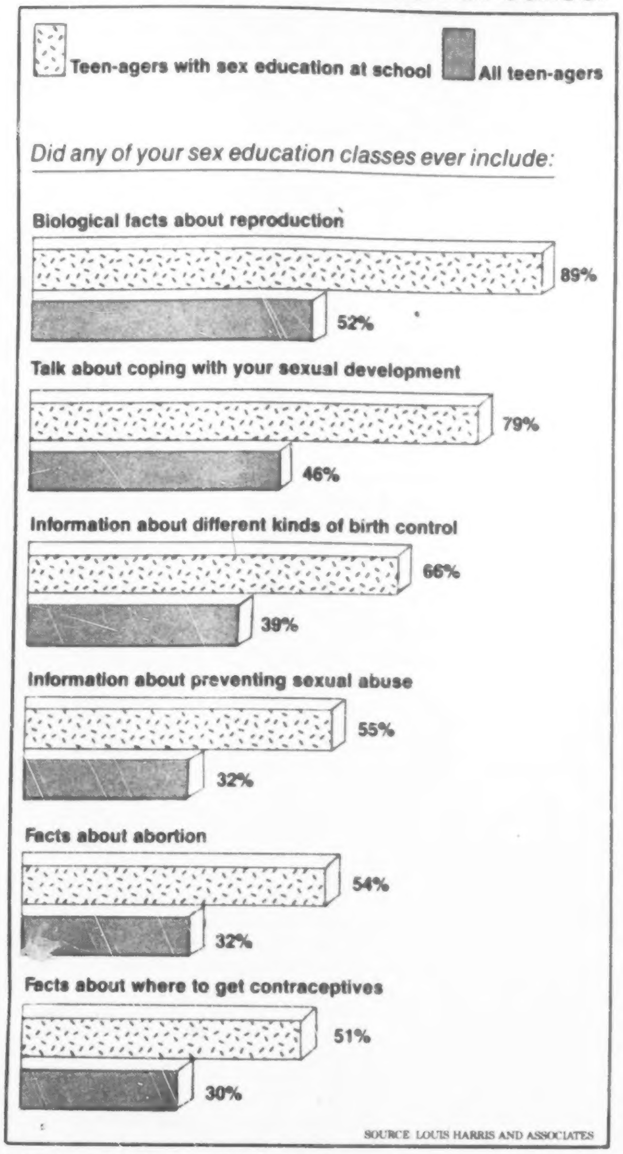
The district was the only one in the state classified as "seriously impaired" this year.

Former Board President Faces Federal Sentence

Dan C. Alexander Jr., director of the education lobby Save Our Schools and a nationally known foe of teachers' unions, faces sentencing this week for his role in a kickback scheme while serving as president of the Mobile County, Ala., school

Continued on Following Page

Contents of Sex Education at School



SOURCE: LOUIS HARRIS AND ASSOCIATES

The above findings—reflecting responses from 1,000 students age 12 to 17, including 582 who had had sex education in school—were taken from a recent poll on teen-agers' views of sex and birth control conducted by Louis Harris and Associates for the Planned Parenthood Federation of America.

RESEARCH AND REPORTS

High Grades, Activities Are Linked in U.S. Study

High-school students who participate in extracurricular activities tend to have high grades, a U.S. Education Department study has found.

"The more activities students were involved in, the higher they ranked" in terms of grades and test scores, according to the study, which was conducted by the department's Center for Statistics and released last month.

The report, "Extracurricular Activity Participants Outperform Other Students," was based on data from the federal longitudinal study, *High School and Beyond*. The data base includes information gathered from a survey of 30,000 high-school sophomores and 28,000 seniors conducted in 1980, and additional information about the sophomores, which was collected in 1982.

The study offers reassurance to school districts that have recently moved to require minimum grade-point averages for students involved in sports and other extracurricular activities. Requiring a C average, or 2.0 on a 4-point scale, would not be a threat to most students, including athletes, the study concludes.

Black and Hispanic males have been hit hardest by such rules, the survey found. But two-thirds of the black and Hispanic male varsity athletes surveyed met the requirement. Overall, the report notes, nearly seven out of eight varsity athletes surveyed met or exceeded the C-average requirement.

More than a third of the seniors with a grade-point average of 3.5 or above belonged to their school's student council or a political club, the survey found. By comparison, 8 percent of the students with grades lower than 3.5 belonged to such groups.

Only 10 percent of the students who participated in four or more activities had averages below 2.0, compared with 30 percent of all students.

"Participation in extracurricular activities does not guarantee improved performance as a student," the report says. "What is clear, however, is that extracurricular activities are attracting many bright, high-performing students."

Copies of the study are available from the Center for Education Statistics, Room 400, 555 New Jersey Avenue, N.W., Washington, D.C. 20208.

PEOPLE

Harold Blackburn, Kansas commissioner of education, has announced that he will resign on June 30 to pursue other interests.

Mr. Blackburn submitted his resignation last month at a meeting of the state board of education. The board's chairman, Robert Clemons, said a search committee would be named this month to find a successor.

Mr. Blackburn, who has held the post since 1983, said he was resigning because he "needs a change." He is considering several job options in education, he said.

□

Gary L. Jones, a former U.S. undersecretary of education, is now executive director of the Ronald Reagan Presidential Foundation, a group that hopes to open a Reagan library and museum on the campus of Stanford University by January 1989.

The foundation is "ahead of schedule" in reaching its $80-million fund-raising goal, Mr. Jones recently told *The New York Times*. But the project may be delayed by resistance from some residents of Palo Alto, Calif., who have said they do not want a new tourist attraction in their neighborhood.

□

Wilmer S. Cody, superintendent of schools in Montgomery County, Md., has announced that he will not seek a renewal of his contract when it expires in July.

Mr. Cody has headed the suburban-Washington school system—one of the nation's largest, with 95,000 students—since 1983, and has overseen efforts to resolve issues that had deeply divided the district, such as desegregation and school closings.

In announcing his decision to leave, Mr. Cody said last month that he found the position to be "a very time-consuming job that leaves little opportunity for much else."

"I personally need a change at the end of this school year," he said.

But the change will apparently not involve a move to Mobile, in Mr. Cody's home state of Alabama, where he had been considered to be the leading candidate for the superintendent's post. Saying that he did not want to tackle the kinds of financial and other problems that the district faces, he withdrew from the competition there a few hours before the Mobile school board was scheduled to make its choice.

The Montgomery County board of education has launched a nationwide search to find his successor.

□

In another top-level departure in a major district, **Joseph Tegreene**, president of the Cleveland board of education, has announced that he will step down in order to devote more time to his law practice.

But Mr. Tegreene said he would not officially submit his resignation until he is satisfied with the board's choice for his successor. "I have too much invested in this school system, this community, to see my replacement be someone who's a hack selected as a result of political bartering in the community," he said.

Three years remain in Mr. Tegreene's second four-year term. The board will fill the vacancy with an appointee until the November election. Twenty-six candidates filed applications for the vacancy by the Dec. 31 deadline, a board spokesman said.

□

When the Congress appropriated funds to the National Endowment for the Humanities last year, it directed the agency to conduct a study of elementary and secondary schools. So the endowment's chairman, **Lynne V. Cheney**, decided to go and see for herself what an elementary school is like today.

A former college professor, Ms. Cheney arranged a visit to an inner-city school in Philadelphia, and she prepared herself "extensively" for a 50-minute lecture on constitutional history to a class of 23 4th-graders.

"It was about 35 minutes longer than one would expect" for a lecture at that grade level, noted Judith Hodgson, executive director of the Philadelphia Alliance for the Teaching of Humanities, who organized the visit to the Taggart School. "But she kept their attention."

Ms. Cheney said she was surprised by how much the students knew.

"I told them that Ben Franklin had to be carried in a chair because his kidney stones made it too painful to walk," she said. "They knew that."

"What they did not know is what it was like to be sick in the 18th century," she added. "That you had to be bled by leeches. That, they thought, was an interesting detail."

Curriculum. Management. Results.

Detailed testing and reports
Computer adaptive testing techniques diagnose and place students; learning trajectories forecast achievement; reports help monitor progress and group students.

Ease of use
Record-keeping functions are built in. No technical specialists required.

Full Support
CCC provides complete installation, training, maintenance, and a toll-free hotline.

DRAMATIC RESULTS
Immediate and long-term achievement gains have been documented by many districts, often leading to national recognition.

CCC | Computer Curriculum Corporation

For more information:
In the West and Midwest, call 800/227-8324 (in California call 800/982-5851).
In the South and Southeast call 800/334-6343 (in Georgia call 404/952-9287).
In the Northeast, call Instructional Systems, Inc. at 201/343-1800.
For CCC corporate offices, call 415/494-8450.

MICROHOST is a trademark, and DIAL-A-DRILL is a registered trademark, of Computer Curriculum Corporation.
Apple is a registered trademark of Apple Corporation, Inc.
IBM is a registered trademark of International Business Machines.

Reagan Plan Seeks Major Shift To Loans for College Aid in '88

Continued from Page 1

other federal officials are questioning the wisdom of students' increasingly heavy reliance on borrowing to pay for college. Early this month, the Congressional Joint Economic Committee released a report showing that the total amount of student debt in loans from government sources has tripled, to $9.8 billion, in the past decade.

The report—entitled "Student Loans: Are They Overburdening a Generation?"—found that more students are taking out educational loans and that they are borrowing larger amounts.

"We do not know," said Representative David R. Obey of Wisconsin, chairman of the committee in the last Congress, and Senator Paul S. Sarbanes of Maryland, the panel's incoming chairman, "whether we are overburdening a generation, whether these loans can be repaid, whether undergraduate debt burdens are discouraging young people from attending graduate schools, or whether young people are being pressured away from important, but lower-paying, careers because of the salary demands which such debt may impose."

'Almost Zero Chance'

The President's budget would pare student aid by $3.7 billion, or 45 percent, the largest cut imposed on any education program, Secretary Bennett said. Forced to reduce spending to meet budget targets, the department chose to place higher priorities on programs for younger children, he said.

But higher-education officials, in what has become an annual ritual, gathered outside the department's offices here to criticize the budget after the Secretary presented it to reporters. The cuts, they insisted, would seriously impair the ability of lower-income families to attend college.

Given the emergence of economic competitiveness as a key issue, any changes that would restrict access to higher education will be unpopular on Capitol Hill, argued Charles B. Saunders Jr., vice president for government relations for the American Council on Education. Noting that the Congress has rejected similar student-aid cuts in the past, he predicted that this year's proposals have an "almost zero chance" of becoming law.

Senator Claiborne Pell, Democrat of Rhode Island, agreed. "I predict that it will receive almost no detailed consideration by the Congress, and that is precisely as it should be," said Senator Pell, chairman of the Senate education subcommittee. "It is a budget that deserves to be ignored."

But Secretary Bennett said the proposals deserved a hearing. Noting that college enrollments have risen in the past few years despite increased borrowing, he predicted that the budget would have little effect on the ability of students to attend college.

"Under our student-aid proposals, access to higher education will be fully preserved," he said. "If a student was eligible for aid before, he will still be eligible, and for the same amount. The form of aid may change, but the aid will still be there."

Grants Sharply Reduced

The Administration's proposals would sharply reduce the amount of grant aid available to students. The budget would cut the Pell Grant program, which is available to students from lower-income families, from $3.8 billion to $2.7 billion—reducing by 1 million the number of recipients.

The budget would also eliminate the $396-million supplemental grant program and the $592-million college work-study program, which helps pay the salaries of students employed in campus jobs.

At the same time, the Administration is seeking reductions in federal subsidies for student loans. Spending for the Guaranteed Student Loan program—which subsidizes and guarantees low-interest loans for about 3.7 million students annually—would be cut from $3 billion to $1.2 billion, in part by eliminating the interest subsidy students receive while in school.

However, "several hundred million dollars" of the reduction in G.S.L. spending is related to lower costs per loan from reduced interest rates, said Bruce M. Carnes, the Education Department's deputy undersecretary for planning, budget, and evaluation.

The budget would also limit the amount a student could borrow in guaranteed loans to $25,000, rather than $54,750, and would eliminate the federal contribution to the Carl D. Perkins loan program, which makes direct low-interest loans to students.

Both changes are aimed at shifting students to unsubsidized loan programs, such as the Parent Loans for Undergraduate Students (PLUS) and the Supplemental Loans for Students. Loan limits for those programs would be eliminated.

Income-Contingent Loans

The Administration's initiative on so-called income-contingent loans follows up a proposal President Reagan made last year. The Congress agreed to authorize $5-million annually for five years to test the idea at 10 institutions.

For next year, the budget proposes boosting the program's funding to $600 million, which would provide nearly 500,000 new loans. Students could borrow up to $50,000.

"I believe income-contingent loans represent the greatest single advance in student aid in over a decade," Mr. Bennett asserted.

The program would form a link between the costs and benefits of higher education, Mr. Carnes added. "A college degree means $650,000 to a student over a lifetime," he said. "He should pay the interest, not the cab driver."

But a number of higher-education representatives disagreed.

"It's merely a scheme to force students to go into debt for the rest of their lives," charged Allan W. Ostar, president of the American Association of State Colleges and Universities. He called the plan "SLIP"—the "Student's Lifetime Indemnity Plan."

Richard F. Rosser, president of the National Association of Independent Colleges and Universities, added: "The recent Congressional study on the student debt burden showed that debt levels may already be intolerable for many students. Now, the President is asking American families to increase even more their levels of debt."

The plan, if enacted, would be unlikely to put pressure on colleges to scale down increases in costs, the association officials maintained. Colleges have raised tuition to pay for higher faculty salaries and for maintenance that was deferred during the 1970's, when tuition increases were smaller, according to Mr. Rosser.

DATABANK

President's Proposed 1988 Education Budget

Note: All amounts given represent new budget authority.

(in thousands)

	FY 1986 Appropriation[1]	FY 1987 Appropriation	FY 1987 Revised Request	FY 1988 Request
COMPENSATORY EDUCATION FOR THE DISADVANTAGED				
Basic grants for the disadvantaged (Proposed reauthorization)	—	—	—	$4,144,163
Basic grants for the disadvantaged (Chapter 1):				
Grants to local educational agencies	$3,002,400	$3,453,500	$3,453,500	—
State agency programs:				
Migrant	253,149	264,524	264,524	—
Handicapped	143,713	150,170	150,170	—
Neglected and delinquent	31,214	32,616	32,616	—
State administration	34,076	37,107	37,107	—
Evaluation and technical assistance	5,020	6,246	6,246	—
Total, Chapter 1	3,529,572	3,944,163	3,944,163	4,144,163
Migrant education:				
High-school equivalency program	6,029	6,300	—	—
College assistance migrant program	1,148	1,200	—	—
TOTAL, compensatory education programs	3,536,749	3,951,663	3,944,163	4,144,163
IMPACT AID				
Maintenance and operations:				
Payments for 'a' children	490,941	533,000	533,000	533,000
Payments for 'b' children	124,410	130,000	130,000	—
Special provisions (Section 2)	21,054	22,000	22,000	10,000
Disaster assistance	29,570[2]	10,000	10,000	—
Construction	16,747	22,500	5,000	5,000
TOTAL, impact aid	682,722	717,500	700,000	548,000
SPECIAL PROGRAMS				
Improving School Programs (Chapter 2):				
State block grants	478,403	500,000	500,000	500,000
Secretary's discretionary fund:				
Inexpensive book distribution	6,698	7,800	7,800	7,800[3]
Arts in education	3,157	3,337	3,337	3,337[3]
Alcohol and drug-abuse education	2,870	3,000	3,000	—
Law-related education	1,914	3,000	3,000	3,000[3]
Other discretionary programs	13,158	12,200	12,200	15,200
Total, Chapter 2	506,200	529,337	529,337	529,337
Drug-free schools and communities:				
State grants	—	161,046	161,046	82,800
National programs	—	38,954	38,954	17,200
Teacher training and improvement:				
State grants (proposed legislation)	—	—	—	64,000[4]
National programs (proposed legislation)	—	—	—	16,000[4]
Science and mathematics state grants	39,182	72,800	72,800	—
Programs of national significance	3,875	7,200	7,200	—
Territorial teacher training	1,914	2,000	—	—
Leadership in educational administration (LEAD)	7,176	7,177	—	—
Christa McAuliffe fellowships	—	2,000	—	—
Excellence in education	2,391	—	—	—
Magnet schools assistance	71,760	75,000	75,000	75,000
Women's educational equity	5,741	3,500	—	—
Training and advisory services	22,963	24,000	—	—
General assistance to the Virgin Islands	4,784	5,000	—	—
Ellender fellowships	1,627	1,700	—	—
Follow through	7,176	7,176	—	—
TOTAL, special programs	674,789	936,890	884,337	784,337
INDIAN EDUCATION				
Grants to local educational agencies and Indian-controlled schools	47,870	47,200	47,200	47,200
Special programs for Indian students	11,301	11,568	11,568	11,568
Special programs for Indian adults	2,797	3,000	3,000	3,000
Program Administration:				
Salaries and expenses	2,007	2,015	2,015	2,180
National advisory council	212	253	253	286
TOTAL, Indian education	64,187[4]	64,036[5]	64,036	64,234
BILINGUAL EDUCATION				
Bilingual education (Bilingual Education Act):				
Bilingual programs	91,010	99,161	99,161	99,161
Support services	10,151[6]	10,370	10,370	10,370
Training Grants	32,123	33,564	33,564	33,564
TOTAL, bilingual education	133,284[7]	143,095	143,095	143,095
IMMIGRANT AND REFUGEE EDUCATION				
Immigrant education	28,710[8]	30,000[8]	—	—
Refugee education	—	15,886[9]	—	—
TOTAL, immigrant and refugee education	28,710	45,886	—	—
EDUCATION FOR THE HANDICAPPED				
State grants:				
Grants to states	1,163,282	1,338,000	1,216,793	1,259,381
Preschool grants	28,710	180,000	78,900	85,500
Grants for infants and families	—	50,000	—	—
Special-purpose funds:				
Special populations:				
Deaf-blind projects	14,355	15,000	12,000	9,000
Severely handicapped projects	4,785	5,300	5,300	5,300
Early-childhood education	22,968	24,470	17,600	17,600
Secondary and transitional services	6,316	7,300	7,300	7,300
Postsecondary programs	5,204	5,900	5,900	5,900
Research and technology:				
Innovation and development	16,269	18,000	18,000	18,000
Media and captioning services	16,747	13,804[10]	13,804	13,804
Special-education technology	—	4,696[10]	4,696	4,696
Special studies	3,301[11]	3,800	3,800	3,800
Training and information:				
Special-education personnel development	61,248	67,730	61,248	60,000
Recruitment and information clearinghouses	1,062	1,200	1,200	1,200
Regional resources centers	6,029	6,700	6,700	6,700
TOTAL, education for the handicapped	1,350,336	1,741,900	1,453,241	1,498,181

	FY 1986 Appropriation[1]	FY 1987 Appropriation	FY 1987 Revised Request	FY 1988 Request
		(in thousands)		
REHABILITATION SERVICES AND HANDICAPPED RESEARCH				
Vocational rehabilitation state grants:				
State grants	1,145,148	1,277,797	1,182,842	1,226,607
Indian set-aside	—	3,203	1,480	1,535
Supported employment	—	22,100	—	—
Special purpose funds:				
Client assistance	6,412	7,100	7,100	7,100
Innovation and expansion	— [13]	— [12]	—	—
Service and demonstration projects:				
Special demonstration programs	27,924[14]	27,400[12]	27,400	27,400
Recreational programs	2,105	2,330	—	—
Migratory workers	957	1,058	1,058	1,058
American Indians	1,340	1,500	—	—
Projects with industry	14,547	16,070	16,070	16,070
Helen Keller Center	4,115	4,600	4,600	4,600
Independent living:				
Comprehensive services	10,527	11,830	11,830	11,830
Centers	22,011	24,320	24,320	24,320
Services for older blind people	4,785	5,290	5,290	5,290
Training	25,838	29,550	25,838	25,838
National Institute on Disability and Rehabilitation Research	42,108	48,500	48,500	48,500
Evaluation	1,923[15]	2,110	975	975
TOTAL, rehabilitation services and handicapped research	**1,309,761**	**1,484,758**	**1,357,303**	**1,401,123**
SPECIAL INSTITUTIONS FOR THE HANDICAPPED				
American Printing House for the Blind	5,273[16]	5,510[16]	5,510	5,510
National Technical Institute for the Deaf	30,624[16]	32,000[16]	32,000	33,000
Gallaudet University	59,334[16]	62,000[16]	62,000	63,000
TOTAL, special institutions for the handicapped	**95,231**	**99,510**	**99,510**	**101,510**
VOCATIONAL AND ADULT EDUCATION				
Vocational education:				
Basic grants:				
Basic state grants	737,363	802,610	419,468	—
Indian and Hawaiian natives set-aside	11,375	12,390	6,532	—
Community-based organizations	7,178	6,000	—	—
Consumer and homemaking education	30,273	31,633	—	—
State councils	6,986	7,500	7,000	—
National programs:				
Research	7,369	6,000	6,000	—
Demonstrations	—	1,500	—	—
Data systems	2,201	3,500	3,500	—
Bilingual vocational training	3,527[17]	3,686	—	—
Permanent appropriation:				
Basic grants	6,602	6,898	6,898	—
Indian and Hawaiian natives set-aside	102	107	107	—
Research	137	143	143	—
Adult education (AEA):				
Grants to states	97,579	105,981	105,981	128,000
Research, development, and evaluation	—	—	—	2,000
TOTAL, vocational and adult education	**910,892**	**987,946**	**555,629**	**130,000**
STUDENT FINANCIAL ASSISTANCE				
Pell grants:				
Academic year program	3,579,716[18]	3,800,000	3,862,000	2,710,000
Shortfall	—	100,000	325,000	—
Supplemental educational opportunity grants	394,762	412,500	—	—
Work-study	567,023	592,500	—	—
Income-contingent student loans	—	5,000	5,000	600,000[19]
Perkins loans:				
Federal capital contributions	181,530	188,000	—	—
Loan cancellations	26,796	22,000	22,000	26,000
State student incentive grants	72,732	76,000	—	—
TOTAL, student financial assistance	**4,822,559**	**5,196,000**	**4,214,000**	**3,336,000**
GUARANTEED STUDENT LOANS				
TOTAL, guaranteed student loans	**3,265,941**	**3,004,000**	**2,717,000**	**1,176,574**
HIGHER EDUCATION PROGRAMS				
Aid for institutional development	135,136	146,206	146,208	50,741
Program development	82,835	66,650	12,500	12,500
Academic facilities	32,080	23,000	23,000	22,500
Special grants	8,939	19,250	4,000	—
Aid for students	196,893	222,020	90,370	90,370
TOTAL, higher education	**455,883**	**477,126**	**276,078**	**176,111**
HOWARD UNIVERSITY				
TOTAL, Howard University	**157,168[20]**	**170,230[20]**	**170,230**	**170,230**
HIGHER EDUCATION FACILITIES LOANS AND INSURANCE				
TOTAL, higher education facilities loans and insurance	**17,991[21]**	**19,205[21]**	**19,205[21]**	**— [22]**
COLLEGE-HOUSING LOANS				
TOTAL, college-housing loans	**— [24]**	**— [23]**	**— [22]**	**— [22]**
EDUCATIONAL RESEARCH AND STATISTICS				
TOTAL, educational research and statistics	**57,399**	**63,578**	**63,578**	**70,231**
LIBRARIES				
Public libraries services:				
State grants	70,339	78,400	78,400	—
Indian and native Hawaiian set-aside	1,435	1,600	1,600	—
Public-library construction:				
State grants	21,102	22,050	—	—
Indian and native Hawaiian set-aside	431	450	—	—
Interlibrary cooperation:				
State grants	16,881	17,640	17,640	—
Indian and native Hawaiian set-aside	345	360	360	—
Library literacy programs	4,785	5,000	—	—
Training and demonstrations	957	1,000	—	—
Research libraries	5,742	6,000	—	—
TOTAL, libraries	**122,017**	**132,500**	**98,000**	**—**
SALARIES AND EXPENSES				
Program administration:				
Postsecondary education	71,795	77,184	77,184	92,350
Other education programs	55,076	65,442	65,442	64,437
Executive direction	89,283	92,066	92,066	97,617
Civil Rights	42,704[25]	43,000	43,000	42,975
Inspector General	14,654	16,378	16,378	18,621
TOTAL, salaries and expenses	**273,512**	**294,070**	**294,070**	**316,000**
TOTAL, EDUCATION DEPARTMENT	**17,939,011**	**19,529,897**	**17,053,475**	**14,049,769**

Action on Deficit May Determine E.D.'s Actual Share of Budget

By William Montague

Washington—As the Congress drafts the actual blueprint for federal spending in the fiscal year that begins on Oct. 1, the share devoted to education will depend largely on the future of the Gramm-Rudman-Hollings Act.

The 1985 law requires large cuts in the budget deficit each year until 1990, when revenues and spending are supposed to balance. But for two years running, the Congress and the Administration have not met the reduction targets—a trend that many analysts expect to continue this year.

"The President's budget will never meet the country's Gramm-Rudman deficit targets," predicted Gary Bass, head of O.M.B. Watch, a public-interest group that monitors the Office of Management and Budget.

Last year, the law called for a deficit not to exceed $144 billion. Technically, the 1987 budget adopted by the Congress complied with the law, but only by using a loophole in the act that allows actual spending to exceed the target by $10 billion.

In the end, however, the painful cuts and creative accounting required to comply with the law went for naught, as disappointing economic growth lowered tax revenues and increased expenditures, resulting in a deficit of about $173 billion.

Despite the Congress's intentions in passing Gramm-Rudman-Hollings, the measure includes no penalty for such miscalculations.

Although cuts made in the past two years have put the deficit on a downward path, additional program cuts will be required for fiscal 1988 to meet the legal target. President Reagan has ruled out a tax increase, and, while Congressional leaders have floated a few trial balloons, they show no sign that they are willing to defy his veto threat.

Using a combination of deep cuts, asset sales, and some creative bookkeeping—what Senator Lawton Chiles of Florida called "a little flim-flam"—the Administration produced a budget that meets next year's target of $108 billion, at least on paper.

With the Administration's position now on record, the pressure has shifted to Congressional leaders, who say they want to soften the blow while devising a budget that still pares the deficit to the required level.

But stripped of its mechanism for automatic cuts, the law's ability to discipline spending is now in doubt. Already, Democratic leaders, such as Representative William H. Gray of Pennsylvannia, chairman of the House Budget Committee, are dropping hints that the deficit ceiling is unrealistic and should be raised.

Senator Warren Rudman, Republican of New Hampshire and one of the act's three sponsors, has said he would not object if the law's official targets were unofficially overlooked.

"If you miss the target by some amount of money, but you have a deficit plan which is steeply downward, then you are accomplishing the purpose of this statute," he said at Senate budget hearings last week. "I would be satisfied with that."

What does all this mean for education?

According to Susan Frost, executive director of the Committee for Education Funding, the outcome of the debate will determine whether spending is increased or frozen.

Last year, at a time of general austerity, education was singled out in both the House and Senate for significant increases, Ms. Frost and other lobbyists noted. Concerns about trade and competitiveness have only grown since then, the lobbyists say, and the Democrats now control the Senate, making cuts unlikely this year.

But if the deficit targets are not relaxed, a freeze may be the best that can be achieved, even for popular programs.

"I think the Democrats have made it clear that education is now a national priority item," Ms. Frost said. "But the size of the deficit, and the pressure to bring it down, will decide what that means in dollar figures."

Footnotes to Budget Chart

[1] After the 4.3 percent across-the-board cut under the Gramm-Rudman-Hollings law.

[2] Includes $20,000 thousand contained in Public Law 99-349, the Urgent Supplemental Appropriations Act, 1986.

[3] Preliminary estimates.

[4] Replaces Science and Mathematics Education, Territorial Teacher Training, and Leadership in Educational Administration.

[5] The appropriation for this program is contained in the Interior bill.

[6] Does not reflect a reduction of $160 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount had to be placed in reserve, it could not be obligated and lapsed.

[7] Adjusted for comparability. Bilingual Vocational Training is shown under the Vocational Education account.

[8] Funds for this program were appropriated under the Bilingual Education account.

[9] Funds for this program were appropriated under the Department of Health and Human Services, and subsequently transferred to the Education Department by Public Law 99-605, November 6, 1986.

[10] Reflects a proposed reprogramming of $1,196 thousand from Media and Captioning Services to Special Education Technology.

[11] Does not reflect a reduction of $212 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount had to be placed in reserve, it could not be obligated and lapsed.

[12] Reflects a proposed reprogramming of $9,000 thousand from Innovation and Expansion to Special Demonstration Projects.

[13] Reflects transfer of $8,613 thousand to Special Demonstration Programs pursuant to Public Law 99-349, the Urgent Supplemental Appropriations Act, 1986.

[14] Includes $8,613 thousand transferred from Innovation and Expansion pursuant to Public Law 99-349, the Urgent Supplemental Appropriations Act, 1986.

[15] Does not reflect a reduction of $200 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act. 1986. Because that amount had to be placed in reserve, it could not be obligated and lapsed.

[16] This program was appropriated as one of the accounts under Special Institutions.

[17] Appropriated under the Bilingual Education account.

[18] Includes $146,000 thousand contained in Public Law 99-349, the Urgent Supplemental Appropriations Act, 1986.

[19] Supplemented with federal collections as follows: 1988—$70,000 thousand; 1989—$77,750 thousand; 1990—$78,275 thousand; 1991—$79,192 thousand; 1992—$80,109 thousand (reflecting distribution of prior year collections).

[20] This program was appropriated as one of the accounts under Special Institutions.

[21] No loan authority.

[22] No loan authority. All operating costs paid from offsetting collections.

[23] Loan authority $60,000 thousand; all operating costs paid from offsetting collections.

[24] Loan authority $57,420 thousand; all operating costs paid from offsetting collections.

[25] Does not reflect a reduction of $945 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount had to be placed in reserve, it could not be obligated and lapsed.

SOURCE: U.S. Education Department

Reagan Seeks $14 Billion for Education, Zero for Voc.-Ed. Programs

Continued from Page 1

the Gramm-Rudman-Hollings Act, the federal law that requires steep spending cuts to reduce the national deficit over the next three years.

"Under different circumstances," Secretary of Education William J. Bennett told reporters at a press conference last week, "I would be standing before you with a different budget."

The fiscal 1988 request is the first of the Administration's budget plans to exceed $1 trillion dollars—$1.02 trillion, to be exact, with $7.6 billion of that going to elementary and secondary education.

Following a pattern of recent years, Democratic leaders in Congress quickly condemned the proposal and said they would begin drafting a budget that would at least maintain, if not raise, the existing level of education funding.

The Administration's budget would freeze at existing levels funding for Chapter 2 block grants, bilingual education, and magnet-school aid. Special-education funding would be cut by some $300 million, rolling back part of the large increases for those programs granted by the Congress last year.

Impact aid for communities near federal installations would also be cut deeply, and the $200 million allocated by Congress last year for the department's drug-prevention efforts would be halved.

And, as in past budget requests, the Administration also proposes to eliminate a number of initiatives, including aid for public libraries, immigrant and refugee education, and grants to states to help improve training programs for mathematics and science teachers.

The Environmental Protection Agency would end its $47-million program that distributes grants and loans to school districts faced with asbestos hazards in school buildings.

A plan to revamp the department's teacher-training programs, recycled from last year's budget request, would cut funding and use the remaining money to promote reforms in teaching.

In other measures previously proposed—and rejected by the Congress—the Administration seeks to terminate a number of smaller initiatives, including Congressional scholarships for prospective teachers and the Christa McAuliffe fellowships.

Of the seven federal scholarship and fellowship programs administered by the Education Department, only one would survive—the Robert C. Byrd Honors Scholarship, which would continue at its current funding level. Last year, the Administration had suggested axing this program as well.

Senator Byrd, Democrat of West Virginia, is the new Senate majority leader.

Tough, Lean

Overall, the Education Department would receive about $14 billion in new funding—also known as budget authority. Outlays, the amount actually spent during the year, would be slightly higher—at $14.7 billion—because of funding increases granted in previous years.

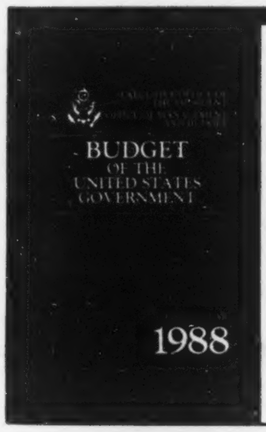
The Administration is also requesting that the Congress cut $2.5 billion from the funding already appropriated for the current fiscal year. Such recisions would claim about $432 million of this year's vocational-education budget and $416 million from special education.

The department's request for fiscal 1988, which begins on Oct. 1, represents a 28 percent reduction from the amount appropriated by the Congress for the current year. When the effects of inflation are factored in, the real loss of spending power is even larger. Elementary- and secondary-education funding would decline by 14 percent in fiscal 1988, mainly because of the reductions in vocational education, impact aid, and special education.

The decline in actual spending would be less severe next year than in 1989 because money for most of the department's programs is appropriated a year in advance. When adjusted for inflation, spending would decline by a little less than 3 percent, according to figures from the U.S. Office of Management and Budget.

"Make no mistake: This is a tough, lean budget," Mr. Bennett said last week.

"Too lean," was the overwhelming response from Congressional leaders and education lobbyists, who blasted the Administration for resurrecting proposals that the Congress has repeatedly rebuffed in the past.



> ***"In these tough economic times, how can budget planners target for elimination a program that has economic development as its purpose?"***
>
> *—Charles Buzzell, American Vocational Association*

The proposed budget is $1.2 billion less than what the President suggested for fiscal 1987—an amount rejected by both the House and Senate as inadequate.

According to the Committee on Education Funding, a coalition of education interest groups, the Administration's budget would roll federal education spending back to a point about $400 million below 1980 levels.

The Administration's request "makes a mockery of the education-reform movement," Mary Hatwood Futrell, president of the National Education Association, said in a prepared statement. A similar message from Albert Shanker, president of the American Federation of Teachers, slammed the proposals as "another shortsighted attempt to substitute pious exhortations for a sensible role in education."

Michael Casserly, executive director of the Council of Great City Schools, called the budget request "an inadequate and unconvincing response to the needs of American education."

Expressing what has become a routine prediction for several years now, key Congressional Democrats warned that President Reagan's request was already "dead on arrival."

"It looks like this budget does not have a future, because it does not pose a future for the country," said Senator Lawton Chiles, the Democrat of Florida who is chairmen of the Senate Budget Committee.

Echoing a commonly heard theme on Capitol Hill, Senator Chiles, who also is chairman of the Senate appropriations subcommittee with jurisdiction over education, expressed concern that the proposed cuts would cripple efforts to improve productivity and economic growth.

Citing the links between education and the economy, Mr. Chiles has said he intends to make the education budget one of the committee's early priorities. Secretary Bennett will be one of the first Cabinet officials to face the panel when he testifies at hearings this week.

Deficit Realities

Although more circumspect, Congressional Republicans—now the minority in the Senate as well as in the House—have also indicated that they cannot accept many of the proposed cuts.

"Now I do not want to imply that all or even most of the President's proposals for spending cuts are acceptable without significant modification," Senator Pete Domenici, Republican of Arizona, said.

But Mr. Domenici, the committee's ranking minority member, praised the Administration for reaching the ambitious deficit target set by Gramm-Rudman-Hollings. Under the law, the deficit in fiscal 1988 cannot exceed $108 billion, down from approximately $173 billion this year.

To reach that figure, while providing for a 3 percent real increase in the defense budget, the Administration had to seek deep cuts in nearly all of what are called the government's domestic "discretionary" programs.

A large chunk of federal spending cannot be changed at all—14 percent of the entire budget, for instance, must go to pay the interest on the national debt—and there is a bipartisan agreement not to touch many large benefits programs, such as Social Security.

Such restrictions, Administration officials point out, make it impossible to spare the remaining programs, such as education. While the Education Department consumes slightly less than 3 percent of federal spending for non-defense programs, it would account for slightly more than 12 percent of the $19 billion in spending cuts that the Administration is requesting for next year.

In yet another rerun of previous controversies, Congressional critics have charged that the Administration is attempting to mask the true size of next year's deficit by manipulating its budget projections and adopting some unrealistic assumptions about economic growth.

"We all know that if your starting line is false, you will not make your Gramm-Rudman target," said Democratic Representative William H. Gray, the chairman of the House Budget Committee. "This is not a realistic starting point."

Critics have focused primarily on the Administration's assertion that tax receipts will grow by some $74 billion next year, despite the short-range impact of the new federal tax-reform law, and on the fact that the requested 3 percent rise in defense spending is not counted as an increase by the Administration for the purpose of calculating next year's deficit.

'Zeroing Out' Voc. Ed.

One of the more surprising features of the Administration's education budget plan was the decision to eliminate all federal funding for vocational education—a proposal known in budget slang as "zeroing out."

Secretary Bennett and other top Education Department officials have made little secret of their disdain for the program, which they claim produces a small benefit for the money spent.

"What it really does is subsidize a bureaucracy of vocational-education instructors and organizations," a senior department official said at a background briefing last week.

Citing a desire to smooth the transition, the Administration proposes to achieve its goal by rescinding slightly less than half of the funds from the current year's budget and the rest from fiscal 1988.

While the vocational-education community had anticipated deep cuts—along the lines of last year's 50 percent reduction—they were taken unaware by the termination request.

And they were predictably outraged. "In these tough economic times, how can budget planners target for elimination a program that has economic development as its purpose?" asked Charles Buzzell, executive director of the American Vocational Association.

Other observers also expressed surprise that the Administration would again direct its efforts at a program that enjoys such broad Congressional support.

"Our job is not to present a budget based on what we believe Congress will do," countered one of Mr. Bennett's top aides.

Department officials said they would have preferred to save the vocational funds earmarked for disadvantaged students, as last year's budget proposal would have done. But deficit pressures, they said, made that impossible.

The decision to cut those funds was made very late in the budget process, and sources hinted that the reduction was the price paid to avoid the even deeper cuts in college aid that had been demanded by the Office of Management and Budget.

Although James C. Miller 3rd, the O.M.B. director, refused to confirm or deny those reports at a press conference last week, he acknowledged that the higher-education cuts were the subject of some discussion.

The reductions sought in aid to college students are even larger this year than last and include a sizable reduction in Pell Grants; lower interest subsidies on Direct and Guaranteed Student Loans; and the elimination of supplemental grants, work-study assistance, and the Carl D. Perkins loans for prospective teachers. *(See accompanying story on page 1.)*

Some of the lost money would be used to expand the number of income-contingent loans, which offer repayment terms that are linked to the post-graduation salaries of borrowers. The Congress approved a small test of the program last year.

Chapter 1

Secretary Bennett and other department officials said the cuts in higher education reflect the relatively higher priority of elementary and secondary education in a time of overall budget austerity.

But a number of education advocates said they were not satisfied by the department's plans for its largest single non-collegiate effort—the Chapter 1 compensatory-education program.

The Administration has proposed a $200 million increase in the $3.9 billion program, which subsidizes compensatory services for poor and disadvantaged students.

"After you count inflation, [the increase] does not go a substantial distance toward aiding eligible, but as yet unserved, children," said Michael Resnick, legislative counsel of the National School Boards Association.

Desegregation aid would remain level at $6.2 million, as would services for handicapped, neglected, and delinquent children that are administered by state agencies, a department budget official said. Administrative funding to those agencies would also remain the same.

Migrant education aid, however, may be affected by a proposed change in the program's eligibility formula that would lower funding for children who do not move frequently.

And the department again wants to eliminate two smaller programs that help migrant adults obtain high-school equivalency diplomas and attend college.

Other budget specifics include:

- Slightly more than $1.2 billion for vocational-rehabilitation services. Department officials say that a proposed recision in this year's appropriation, followed by a small raise next year, would allow the program to cover inflation and other increased costs.
- Bilingual education funding of $143 million, the same total as this year. Department officials have said they intend to renew efforts to lift an existing 4 percent cap on funding for alternative methods of instruction, such as English immersion.
- A $24-million rise in the adult-education budget to pay for increased literacy outreach efforts. For the first time in a decade, the department would finance research and development activities in this area.
- Cuts of $94.5 million in special-education grants for preschool services. The Congress increased funding for the program more than sixfold last year.
- A $6.6-million increase for educational research. The bulk of the increase would go to the Center for Education Statistics. Congress rejected a similar request last year.

Reagan Seeks Budget Increase For Youth-Training Programs

William Montague

WASHINGTON—At the same time that Reagan Administration officials are proposing to cut all funding for vocational education, the Labor Department is seeking a major increase in its youth-employment and training programs.

In its budget request for fiscal 1988, the department is asking for an $800-million funding increase for a program that would replace the existing summer-jobs effort, which subsidizes public-service work for low-income youths.

The new program, under a proposed amendment to the Job Training Partnership Act, would give states the option of providing year-round education, training, and personal support to youths from welfare families.

The J.T.P.A., enacted in 1982, now contains two programs that primarily benefit students and other young people. About $684 million will be spent this year on the summer-jobs program, and half of all funding under J.T.P.A. Title IIA—some $1.8 million in fiscal 1986—is earmarked for 16- to 21-year-olds.

The new program "would better target resources to young people most in need of training and employment assistance," the budget document says.

Donald Mathis, director of the National Youth Employment Coalition, said the plan "looks interesting, but we'd like to see the specifics."

He noted that actual spending for the program would be modest next year—about $22 million, according to the department—while outlays for the existing summer-jobs effort would be cut by nearly $39 million.

The amount requested for the new program is a little less than the $880 million that the Administration wishes to cut from vocational education—a fact that has not been lost on youth advocates.

"If they are moving the funding from vocational education to [the Labor Department], then it's just not correct to call it new money," Mr. Mathis said. "The populations that may gain from the new initiative will lose from the voc-ed cuts."

The Administration has also made the following proposals related to education:

- **Child nutrition.** The Administration proposes to save $826 million in fiscal 1988 by tightening eligibility. The number of students receiving subsidized meals would drop from 26.7 million to 14.7 million.

The special milk program would be cut from $14.9 million this year to $2.2 million in 1988.

- **Asbestos program.** The Administration wants to cut the $47 million appropriated for fiscal 1987 and eliminate the program next year. Instead, the Environmental Protection Agency would spend $2.8 million on training and technical assistance and on a new program to certify asbestos-abatement contractors.
- **Bureau of Indian Affairs.** The bureau, which educates about 10 percent of all Indian children, has announced plans to turn its schools over to tribes or to public-school systems. "Localizing" the bureau's 181 schools would yield minimal savings in the short term, because the government would be paying contractors to operate them, officials said.

The B.I.A.'s proposed budget of $236 million for education represents a $5.1-million cut from the projected level for current services.

- **Head Start.** The Health and Human Services Department would increase funding by $20 million, to about $1.15 billion. The department wants to combine the budgets of about 30 social-service programs, including Head Start, to provide "flexibility," a spokesman said.
- **The National Science Foundation.** Funding for the foundation would increase by about $270 million. The Administration has proposed to double the foundation's budget by 1992.

PENSION PLANNING?

Put your pension to work, BE YOUR OWN BOSS in the fast-growing printing industry. Join one of the nation's leading printing franchisors. Prime territories available now. $30,000 working capital required. Call today for complete information.

1-800-854-3321

Sir Speedy, Inc.

23131 Verdugo Drive,
Laguna Hills, CA 92653

ANNOUNCING AN IMPORTANT CONFERENCE

SUCCESS FOR AT-RISK STUDENTS

February 4-6, 1987
Palmer House Hotel, Chicago, Illinois

The conference will analyze policies, programs, and services and will examine alternative efforts to meet the needs of at-risk students. Presenters will focus on existing programs and newly designed strategies, at the school, district, state, and regional level, that identify and serve at-risk students and the difficulties they experience.

Keynote speakers include Harold Hodgkinson, Larry Cuban, John Porter, and Floretta McKenzie.

Advance registration: $150 for individual; $75 each for teams of three or more.

On-site registration: $200 for individuals ($75 for one day).

For a schedule of presenters and registration materials, call or write:

At-Risk Conference
NCREL
295 Emroy Ave.
Elmhurst, IL 60126
312-941-7677

Educational Testing Service 1987-88 Fellowship Programs

William W. Turnbull, Chairman

PROGRAMS

ETS Postdoctoral Fellowship Program

Up to four participants will conduct research for one year (September 1, 1987, through July 31, 1988) at ETS in Princeton, NJ, in association with ETS senior staff in one of the following areas: psychometrics, cognitive psychology, educational psychology, statistics, higher education, technology, occupational/vocational testing, minority issues, testing issues, or policy studies. Stipend: $24,000. Some relocation expenses will be included, as will a small allowance for an accompanying family.

One goal of the program is to increase the number of minority professionals working in the areas listed above.

Who Should Apply: The program is open to any permanent resident of the U.S. who holds a Ph.D. or Ed.D in a relevant discipline together with evidence of prior research.

National Assessment of Educational Progress (NAEP) Visiting Scholar Program

One or two participants, using the NAEP data base, will conduct their own independent studies (normally from September 1, 1987, through July 31, 1988) at ETS in Princeton, NJ, with access to senior NAEP and ETS research staff. Studies should pertain to educational policy or measurement issues associated with Black, Hispanic, or other minority students. Stipend: set in relation to compensation at home institution. Some relocation expenses will be included, as will a small allowance for an accompanying family.

One goal of the program is to increase the number of minority professionals working in the areas listed above.

Who Should Apply: The program is open to any permanent resident of the U.S. who holds a doctorate in a relevant discipline together with evidence of prior research relevant to the education of minorities.

How to Apply (There is no special application form.)

Candidates should submit:

A resume of educational and job history, honors, awards, etc.

A description of research interests and experience plus an indication of the nature of the research the applicant would be interested in pursuing during the fellowship year (letter of 3 pages or less).

Names, addresses, and telephone numbers of three individuals who are willing to provide recommendations for the candidate.

Transcripts-undergraduate and graduate.

An applicant should specify the program for which he/she is applying.

Applications for 1987-88 must be received by ETS on or before February 16, 1987. All candidates will be notified by April 30, 1987.

Contact

Direct required materials and inquiries to: Margaret B. Lamb, ETS, Mail Stop 30-B, Princeton, NJ 08541; telephone (609) 734-1124.

ARE YOU PREPARING FOR THE NTE?

PREPARATION SEMINARS FOR THE NTE CORE BATTERY TESTS/SPECIALTY AREA TESTS*

BROUGHT TO YOU AT YOUR SITE
BY
LOUIS BERGER/PROPREP TRAINING INSTITUTE

WHY PREPARE FOR THE NTE's?

Test preparation is a proven method of enhancing test performance. The Louis Berger/ProPrep method will give the participant the confidence and knowledge to succeed on the NTE tests, thereby enabling participants to meet state certification requirements.

WHAT MAKES THIS SEMINAR STAND OUT FROM ALL THE REST?

Thousands of participants have already benefited from this program developed by university-based teacher educators and presented by certified classroom teachers. The seminars include:

- *Specially developed LOUIS BERGER/PROPREP STUDY GUIDE.*
- *Seminar instruction based on actual previous NTE questions.*
- *Small group instruction with hands-on experience in test taking.*
- *Individualized techniques to diagnose content area strengths and weaknesses.*
- *Review of content areas with updated reading lists.*
- *Guidance from professionals in teacher education.*

For further information contact Dr. Jed P. Luchow at:
LOUIS BERGER/PROPREP TRAINING INSTITUTE, INC.
100 Halsted Street
East Orange, New Jersey 07019
1-800-248-PREP

* In addition to the NTE Core Battery Tests, Specialty Area Tests now available include: Education in the Elementary School; Special Education; and School Guidance and Counseling.

Bennett Outlines Plan for Chapter 1 Reauthorization

By James Crawford

WASHINGTON—Education Department officials, in proposing a $4.1-billion Chapter 1 budget for fiscal 1988, last week gave a brief preview of the Reagan Administration's plans for reauthorizing the compensatory-education program.

With House members already moving to reauthorize the Education Consolidation and Improvement Act, which expires on Sept. 30, the department is hoping to send its legislative proposal to Capitol Hill by the middle of next month. *(See related story, page 23.)*

Secretary of Education William J. Bennett said the bill's goals would be "to increase [Chapter 1's] effectiveness by strengthening state and local accountability for achieving results; providing incentives for successful programs; targeting funds on children and schools in greatest need; encouraging innovation and effective practices; and furthering parental involvement."

But Mr. Bennett, speaking at a press briefing on the budget, made no mention of the plan's most controversial component: vouchers—or, in the department's new terminology, "compensatory-education certificates"—which would be redeemable at either public or private schools.

Aides to the Secretary, insisting that they have no plans for "voucherizing Chapter 1," have tried to downplay the voucher provision's importance. In the last Congress, both Democrats and Republicans gave Mr. Bennett's voucher proposal a hostile reception. A major concern was the measure's potential to undermine financial support for public education.

Unlike that bill, which would have given the voucher option to any parent of a Chapter-1-eligible child, the new proposal would restrict the plan to consenting school districts. Local officials could use vouchers as a way of providing more effective or equitable services than district-run classes for disadvantaged children.

In practice, department officials see vouchers as a solution to the administrative and logistical problems in serving religious-school students that were created by the Supreme Court's decision in *Aguilar* v. *Felton*. In the 1985 ruling, the Court said it was an unconstitutional entanglement of church and state to use public-school teachers to provide Chapter 1 services on religious-school grounds.

The bill will propose that districts receive federal subsidies to help cope with *Felton*—largely in the form of experimental voucher plans. The money would come from a 1 percent "set aside" fund—about $40 million—for "nationally significant demonstration and recognition programs," said Daniel Schecter, executive assistant to Bruce M. Carnes, deputy undersecretary for planning, budget, and evaluation.

Also, state education agencies could finance voucher programs, where appropriate, out of their administrative allocations, Mr. Schecter said.

Even in modified form, however, the voucher proposal is expected to generate controversy, Capitol Hill observers say. Democratic leaders of House and Senate education committees have expressed skepticism about the concept in any form, as have most education interest groups.

Skepticism Expressed

"This [bill] smells and walks like a voucher," said Michael Resnick, associate executive director of the National School Boards Association. "Chances are that we will find it anathema to public education, just as we have with their previous proposals."

Moreover, the administrative burden of a voucher system would be a "nightmare" for state and local officials, Mr. Resnick said.

Other objections are foreseen from advocacy groups who regard as unconstitutional the direct payment of tax funds to church-supported schools. Americans United for Separation of Church and State, which has initiated other *Felton*-related litigation, plans to sue if the Administration's bill became law, said Joseph Conn, a spokesman for the group.

Other Features

Recently released Education Department documents provide an outline of other features in the draft bill. They include:

- **Incentives for effective programs.** Another 1 percent set-aside fund would be available to state education agencies "for rewarding success" at the local level. States could use grants to replicate effective approaches or allow "highly successful programs" to spend Chapter 1 money on "schoolwide improvement projects."
- **Better targeting of services.** While the program is intended to focus on educationally and economically disadvantaged children, about 90 percent of the nation's school districts now receive Chapter 1 funds and have considerable discretion in distributing them. As a result, Mr. Schecter said, "the money tends to get spread very thinly . . . and the effects are dissipated."
- **Accountability of school districts.** Echoing a recent recommendation by the National Governors' Association on "takeover of educationally bankrupt programs," state education departments would be required to monitor the effectiveness of districts' Chapter 1 programs, as well as their equity in serving private-school students. Where appropriate, state officials would be expected to take corrective action.
- **Parental involvement.** "Use of the compensatory-education-certificate option," the department says, would involve parents in their children's education by giving them a choice among remedial programs. Also, the 1 percent set-aside fund for "program innovation" would support demonstration projects in expanding parental involvement.

Board Role Is Under Fire in Boston, New York

Continued from Page 1

president of the board of education, said recently that the role and structure of the city's 16-year-old system of decentralized governance, in which 32 community school boards control its 802 elementary and middle schools, should be re-examined.

"The system isn't working, and the reason it isn't working is that the stakes that have become the focus for most of the boards are the jobs involved, not what is happening with the schools and the kids," he told *The New York Times*.

At the center of the two disputes is an issue that has attracted increasing attention in recent months: What balance should school boards strike—both at the state and local levels—between setting long-range education policies and overseeing administrative functions?

The role of school boards in the current school-improvement debate has only recently become the subject of intensive examination, and in two studies, board members have indicated that they feel they have been "left out" of what they see as their natural role as initiators of reform.

The situations in New York and Boston are complicated by the fact that they are, according to the National School Boards Association, among the 5 percent of school districts nationwide that are not fiscally independent from their municipal governments. Thus, city officials retain some oversight powers over the districts' operation, and education can be a major factor in citywide elections.

Arguing that their boards should be "depoliticized," both Mr. Wagner and Mr. McCormack have suggested that board members be appointed, rather than elected.

"That's laughable," responded Thomas E. Shannon, executive director of the school boards' association. "They want to hog all the power for themselves. They are the ultimate political machines."

In both cities, charges have been leveled that the elected boards spend too much time making patronage appointments and tending to administrative details, and not enough concentrating on education policy.

Mr. Wagner favors removing the power to hire and dismiss principals and other administrators from the community boards, although this change and other proposals would have to receive legislative approval.

Dennis R. Coleman, a community-board member in the Bronx and the secretary of the New York City School Boards Association, acknowledged that politics sometimes colors personnel decisions and that the boards sometimes become too mired in administrative matters. But, he countered, the same charges could be leveled at the appointed central board.

"The one bright light in our educational structure," he said, "has been the success of the decentralized school districts in improving reading and math scores." By contrast, he said, the high-schools division, which remains under the direction of the central board, was recently labeled by a citizens' budget commission as the city's most inefficiently run department.

"The entire proposal has been an attempt to hide the failures of the central board," he said. "Mr. Wagner is using his position . . . to become a candidate for mayor."

Mr. Wagner was unavailable for a response last week.

The charges and countercharges being traded in Boston and New York obscure a more substantive debate that mirrors the national discussion on how to ensure a positive role for school boards in reform efforts.

In a study of school-board effectiveness, "School Boards: Strengthening Grassroots Leadership," the Institute for Educational Leadership suggests that the most effective boards are those that concentrate on their policy-making and oversight roles, and "avoid getting bogged down in minutia and administrative duties." *(See Education Week, Nov. 12, 1986.)*

Similar observations have been made about the role of state boards. A draft of a report scheduled for release this month by the National Association of State Boards of Education notes: "Many boards currently find that the bulk of their meetings are taken up by 'administrative' and other nonessential matters, leaving relatively little time for important policy deliberations."

"The best way to alter that," the report's authors suggest, "is to 'crowd out' the less important items by scheduling the bulk of time for strategic planning, policy review, and assessment."

In his petition to hold hearings on the Boston School Committee, Mr. McCormack charged that the committee has chosen to focus its energies on personnel and management "while neglecting important and pressing issues of educational policy."

"What McCormack is saying is that we're spending too much money to not educate kids, and, therefore, it's the school committee's fault," Joseph Caspar, a committee member, said.

"In fact," he continued, "the system and the Boston political community have been guilty over the years of not being truly open about the fact that kids were not getting an education." Only since the committee was expanded in 1983, he said, has a serious effort been made to address the problems faced by the Boston schools.

In the meantime, Joe Serrano, chairman of the education committee of the New York State Assembly, last week said he is readying a bill that would, among other changes, prohibit board of education employees from serving on the community boards.

"The accusations running around," he said, "and that I believe are true, are that you have people working in one district that serve on another district board, and they're trading favors."

Under a separate bill proposed by state Senator John Marchi, a special state commission would evaluate the entire community-board system.

In Boston, hearings on the committee's structure and role are tentatively scheduled for next month. Among other issues, the Boston City Council will examine whether to decrease the number of school-committee members to between 5 and 9, and whether they should be appointed or elected at large. Currently, 9 of the 13 panel members represent districts of varying sizes, and four are elected at large.

Any changes would have to be approved by both a two-thirds majority of the state legislature and the governor, or by simple majority vote on a local ballot referendum.

N.Y.C. Votes Spec. Ed. Changes

By Debra Viadero

In a controversial reshuffling of power, the New York City Board of Education has voted to decentralize special-education services for approximately 70,000 handicapped children across the city.

The new system takes effect in September.

Under the plan, adopted by the board on Dec. 17, the city's 32 smaller community school districts and their 1,000 principals would assume control of special-education services for all mildly and moderately handicapped elementary- and middle-school students. Services for those children and 30,000 other students designated as severely handicapped are now administered by one central agency, the division of special education.

"It's the first step in having those kids be thought of as more alike than different," said Edward Sermier, director of the division.

School officials said the new hierarchy would help to better serve handicapped children—partly because special educators will be able to work more closely with their administrators, and an in-house monitoring system operated from the central division will be established.

But New York's largest teachers' union, the United Federation of Teachers, has vigorously opposed the decentralization, expressing concern that money for special education would be diverted to regular education under the plan.

"We think it also leaves a wide-open possibility for patronage," said Neil Rosenfeld, a spokesman for the 91,000-member union.

Advocates for Children Inc., a longtime critic of the city's special-education services, has also opposed the plan. Jane M. Stern, the group's executive director, said the reorganization would jeopardize the improvements slowly coming about in an already poor delivery system for handicapped services.

"Mainstreaming and least-restrictive-environment opportunities for children will not take place magically through decentralization," she said in a hearing before the board.

The action on special education comes at a time when the New York City board's president, Robert F. Wagner Jr., is calling for shifts in authority and other changes that would restructure the hierarchy of the nation's largest school system. *(See related story on page 1.)*

But, according to Mr. Sermier, school officials began experimenting with local control of special-education services five years ago with pilot programs in several schools. Three years ago, the board voted to decentralize services for 20,000 mildly handicapped students in city high schools.

"This completes the process," Mr. Sermier said of the most recent reorganization.

Opponents of the restructuring have contended that the pilot projects never yielded the concrete results that would have merited implementing them throughout the system. But Mr. Sermier said that, although the programs showed "no hard quantitative" results, there were "qualitative factors which led us to believe that this was the only sensible thing to do."

The reorganization will also mean that control of the division's $500-million budget for handicapped services will be shared with the community school districts, Mr. Sermier said, adding that the overall level of funding for special education would remain the same.

1/22/87 R4800-2

EDUCATION WEEK

American Education's Newspaper of Record / $2.00 Volume VI, Number 17 · January 21, 1987 © 1987 Editorial Projects in Education

Proposed Transfer Of Indian Schools Draws Criticism

Responsibility Would Shift To Tribes, Local Districts

By James Crawford

WASHINGTON—Assistant Secretary of the Interior Ross O. Swimmer traveled to Arizona and New Mexico last week to promote the Bureau of Indian Affairs' plan to get "out of the education business" in 1988 by transferring the schools it now operates to Indian tribes or public school districts.

But the trip appeared to produce few converts, as reactions among Indian educators and tribal leaders ranged from skepticism to outrage, and state education officials remained noncommittal, citing a lack of information about how the transfers would work.

About 40,000 students, or 10 percent of Indian children, are now enrolled in 181 B.I.A. schools in 23 states. But the main impact of "localizing" control of the schools would be in three states—Arizona, New Mexico, and South Dakota—where two-thirds of the facilities are located.

The plan, which would require no Congressional approval but which could be blocked by lawmakers, has been received with "a healthy dose of concern" on Capitol Hill, according to a House Democratic aide.

After meeting with Mr. Swimmer to discuss the idea last week, Garrey E. Carruthers, the new Republican Governor of New Mexico, "hasn't reached any decision about his feelings on it," according to the Governor's press secretary, Michael Cook.

Meanwhile, critics were accusing the Reagan Administration of seeking to termi-

Continued on Page 19

Also in the news

5 Who Will Teach? History Suggests Some Answers
In a review of previous trends in teaching, a new RAND study suggests that the women's and civil-rights movements could be aiding the field's professionalization.

6 Poll Shows a 'Dramatic Turnaround' on School Busing
Opposition to busing dropped by 25 percent over the past decade, a new survey reveals, with most of the increase in support coming from whites and young people.

16 Senators and Bennett Clash Over Cuts in Education Budget
Complaining that the Administration wants education to bear 22 percent of its total budget cuts, several senators chastised the Secretary of Education at hearings last week.

Mathematics Scores Show U.S. Is a 'Nation of Underachievers'

By Robert Rothman

Experts seek a total overhaul of the curriculum, which they say "lacks challenge and vitality."

WASHINGTON—Educators meeting here last week called for a major overhaul of the K-12 mathematics curriculum that would transform "a nation of underachievers" into "a nation of mathematics achievers."

Responding to new international studies showing that the performance of U.S. students lags far behind that of students in other industrialized nations, particularly Japan, the educators suggested that achievement levels could be raised by a curriculum requiring students to master topics sequentially and move more quickly to advanced material. *(See charts, page 20.)*

In addition, the educators urged a greater emphasis on math instruction in the early grades, including the use of math specialists in elementary schools; an increase in the preparation time allotted teachers; and a change in attitudes to demand higher standards of mathematics performance.

"There must be fundamental curricu-

Continued on Page 20

Long Overlooked, Special Education May Soon Get Reformers' Attention

By Debra Viadero

Overlooked by all but one of the major documents of reform, special educators have spent most of the movement's first decade pondering the question of where they fit in.

It has been, says one policy analyst in the field, "almost like special education does not exist to the rest of the education world."

Now, however, the indifference may be lifting.

Both the American Association of Colleges for Teacher Education and the Council for Exceptional Children will convene task forces next month to draft position papers on how teacher-reform efforts should address special education.

And members of at least two prominent reform groups, the Carnegie Forum on Education and the Economy and the Holmes Group, are said by some panelists to be likely to consider the question in some form this year.

But the volatile nature of the field—indeed, its very "specialness"—may add layers of complexity to the task of teacher reform, say those most knowledgeable.

"It's such a complex issue that I just don't

Continued on Page 21

State Tax Reforms Are Likely in '87, Legislators Say

Changes May Be Linked To School Improvements

By Tom Mirga

WASHINGTON—The historic revision of the federal tax code last year, combined with deteriorating economic conditions in some areas of the country, is expected to make 1987 a landmark year for state tax policy, concludes a new report by the National Conference of State Legislatures.

"Tax analysts across the nation will be busy in 1987 as their state lawmakers struggle to balance their budgets and enact provisions to respond to federal tax reform," the authors of the study write.

See stories on state-of-state messages, beginning on page 8.

The conclusions in the report, released here last week, were drawn from information collected from legislative and budget analysts in 44 states who last August were asked their views on probable fiscal initiatives in their states.

The anticipated wave of state-level tax reform has major implications for the financing of the nation's elementary and secondary schools. Public schools now derive about 48 percent of their revenues from state sources, compared with 45 percent from local taxes and 7 percent from the federal government.

Governors in several states have already linked proposed changes in their states' tax structures to ambitious education-reform proposals.

In Indiana and Washington, for example, new taxes on service industries would help finance multi-million-dollar reform bills. And in Maryland, the incoming Governor has proposed holding on to part of the anticipated revenue "windfall" brought about by the federal tax-code change to finance education and social-service programs.

Meanwhile, in such economically depressed states as Texas and Alabama, lawmakers are faced with the choice of raising

Continued on Page 13

Private-School Officials Move To Thwart 'Unfair' Provision in Tax Law

By Kirsten Goldberg

As private-school educators try to determine the effects of the 1986 Tax Reform Act on their schools, students, and teachers, efforts are under way to soften the impact of what some are calling a "flagrantly unfair" provision on scholarship aid.

The major national groups representing independent schools are preparing to lobby the Congress for exemptions from some of the new rules, and they are asking the U.S. Treasury Department for clarification of others.

But while some private-school educators are predicting disaster, others say the law's effect will be minor.

At worst, the more pessimistic predict, the tax changes could mean that:

- Private schools will have to increase financial aid to poor students significantly in order to attract and retain them. A new rule requires financial-aid recipients to pay taxes on the portion of their awards that does not go toward tuition or supplies, such as that used for room, board, and transportation expenses.
- Teaching jobs in private schools will be less attractive because of a new rule taxing the value of the free housing and meals that many private schools have traditionally offered to lure teachers to relatively low-paying jobs.
- Financial support from alumni and other donors will decline because the law reduces the tax benefits donors previously received, and eliminates the deduction for those who do not itemize.

Although most private-school associations are opposed to portions of the law, they are, however, approaching their lobbying efforts with caution.

The 99th Congress failed to act on a bill that would have corrected technical errors in last year's tax-overhaul legislation. A similar bill is likely to be introduced in this Congress, observers say, but such legislation is controversial. Some are expressing fears that it may be used to make substantive changes in the law—changes that go

Continued on Page 18

IN SUMMARY

Values and Sex Education
Values have a "strong impact" on decisions that lead to childbearing, a new study of teen-age pregnancy says, but sex education and birth-control knowledge have no effect. **Story on Page 5.**

'Hostile Climate . . . Hopeful Mood'
The National Urban League's annual assessment of the state of black America says blacks are taking steps to cope with the economic, educational, and social problems facing them. **Story on Page 6.**

A Narrow Escape in Louisiana
Promising to try to restore education funds included in an earlier cut of $125 million, Gov. Edwin W. Edwards spared the state's public schools from new cuts totaling $113 million. **Story on Page 7.**

A Measure of Progress in South Carolina
In its first three years, the state's widely acclaimed school-reform program has produced improvements "far greater" than anticipated, according to a new report by a blue-ribbon panel. **Story on Page 7.**

Taking Stock in the Capitols
Governors in more than a third of the states have delivered state-of-the-state messages, and many of them have promised to continue the quest for school improvement. **Stories on Pages 8 and 11-13.**

Back on the Agenda
In his first major initiative this year, Secretary of Education William J. Bennett has sent back to the Congress his proposal to revise bilingual-education legislation. **Story on Page 16.**

Appointments 23
Commentary 28
Events 23
Foundations 4
Letters 22
Marketplace 24

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 17.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:
Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Kirsten Goldberg, Bill Montague
Marleen Nienhuis, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

COPY EDITOR
Tricia Furniss

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTORS
Carol Maloney, Susan B. Schafer

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

ADMINISTRATIVE ASSISTANTS
Julia Woltman, Pamela G. Pitt, Tony L. Price

MARKETPLACE ADVERTISING
Barbara Ross
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

Court Declines Appeal On Desegregation Costs

The U.S. Supreme Court declined last week to hear an appeal by Lubbock, Tex., school officials seeking to force the State of Texas to share the cost of the district's desegregation program.

In papers filed with the Court last fall, Lubbock officials argued that, because the Texas Constitution previously mandated separate schools for blacks and whites, the state should bear at least half of the cost of the desegregation effort. The district estimated that the program's total cost had reached $9 million by the 1983-84 school year.

The federal government initially charged the Lubbock district and five others in Texas with illegal segregation in *U.S.* v. *Texas Education Agency*, a suit filed in 1970. The case was eventually separated into six legal actions, with the state agency listed as a defendant in each suit.

Last June, the U.S. Court of Appeals for the Fifth Circuit ruled that Lubbock's efforts to force the state to assume some of the desegregation costs appeared to be an attempt to circumvent the legislature's appropriations system. The Justices' action lets stand the appellate court's ruling in the case, *Lubbock Independent School District* v. *Texas Education Agency* (Case No. 86-505).

E.D. Booklet To Focus On the Disadvantaged

The Education Department is developing a "handbook explaining what works in the education of the disadvantaged," Secretary of Education William J. Bennett said last week.

Mr. Bennett announced the project during a visit to Garrison Elementary School in the South Bronx, N.Y., which he praised as "a school that works in circumstances where many believe schools cannot work."

The Secretary attributed the success of Garrison and some other inner-city schools to an emphasis on academic basics and "character" education, strong leadership from principals, "motivated teaching staffs," parental involvement, and "rigorous standards."

"We know what works in the education of the disadvantaged," he added. "We have focused too long on what has not worked. . . . Our task is to study the success stories; to publicize them; to replicate them; and to fashion public policies that foster, encourage, and reward success."

A draft of the handbook has been completed, but its publication remains "several months away," according to a spokesman for Mr. Bennett. The project is distinct from "What Works II," a planned sequel to the department's pamphlet on effective instructional practices, the spokesman said.

NATIONAL

Catholic Students To Learn About Judaism

Roman Catholic high schools in 10 dioceses nationwide will participate in an experimental curriculum designed to produce better teaching about Jews and their religion.

The National Conference of Catholic Bishops, the U.S. Catholic Conference, and the Anti-Defamation League of B'nai B'rith are preparing the program.

The lesson plans, which will be integrated with existing courses, are an outgrowth of the Vatican's 1985 guidelines for Catholic teaching on Jews and Judaism, according to Eugene Fisher, executive secretary of the secretariat for Catholic-Jewish relations of the conference.

The program is designed to teach "the Jewishness of Jesus," Mr. Fisher said last week.

"About 40 percent of Catholic lesson plans deal with Jews and Judaism, because we talk about the New Testament," he said. "We haven't always done well, and we need to implement the Vatican guidelines in the classroom."

The dioceses involved in the project will examine ways to integrate teachings on Judaism into regular lessons on the New Testament. If the project works in the pilot classes this spring, Mr. Fisher said, the materials will be published and made available to all Catholic teachers by next fall.

STATES

Conn. Survey Finds Outdated Texts in Use

More than half of Connecticut's elementary-school students are using outdated science textbooks, according to a new state study.

The two-year survey, conducted for the state board of education, was one of the largest the state had ever undertaken, according to Cathy McManus, a spokesman for the department. It examined every public school's curricula for science, mathematics, English and reading, social studies, physical education, and kindergarten.

The study notes that more than half of the elementary-school science textbooks have been revised since their publication. The median copyright dates range from 1970 in kindergarten to 1980 in the 6th grade, Ms. McManus said.

For mathematics textbooks, the median age was 4-to-5 years, she said, and some schools were using textbooks that were more than 10 years old. Such books did not emphasize problem-solving, calculator-use, or probability and statistics, she added.

"I think the board is looking at the whole curriculum survey as an equity issue," Ms. McManus said. "It's another way to identify districts that might need more state resources."

N.Y. Panel Cites Lack Of Licensed Child Care

Demand for child care in New York State far outstrips the availability of licensed providers, and the shortage hurts poor parents the most, a state panel has found.

The Commission on Child Care said in a report earlier this month that between 830,000 and 1.2 million preschool and school-age children in New York State need supervision when their parents are at work, but that fewer than 135,000 licensed day-care spaces are available statewide.

The commissioners found a "critical shortage" of trained child-care workers, which they attributed to the field's "shockingly low wages." Pay ranges from $5.85 to $9.14 an hour in New York City and from $3.80 to $5.33 an hour elsewhere in the state, the report found.

At the same time, the cost of quality child care ranges from some $3,500 to $10,000 a year, amounts that are too high for poor and many moderate-income families, the gubernatorial panel noted.

Among other recommendations, the report calls for making child-care subsidies available to more families by raising the income ceiling for eligibility from 100 percent of the poverty level to 270 percent; unifying subsidies issued through a variety of programs into one child-care funding source; and using state economic-development funds to build community day-care centers.

The report is the third that the 55-member commission has produced since it was created in 1984.

Education Group To Get Iowa Inaugural Profits

An Iowa educational foundation will receive the net proceeds from the festivities marking Gov. Terry Branstad's new term, the committee overseeing the inaugural events has announced.

First in the Nation Education Foundation, a public-private partnership formed last year to help enhance the quality of education in the state, was chosen to receive the profits from last week's inaugural ball and other events. State grants and private donations provide funding for the group, according to a spokesman for the Governor.

Opposition to Busing Declines, Poll Finds

By William Snider

The proportion of Americans opposed to busing as a means of integrating the public schools has dropped by 25 percentage points over the past decade, according to Louis Harris, who characterized the findings from his most recent survey on the issue as "one of the most dramatic turnarounds [of public opinion] in recent history."

Although 53 percent of the population still opposes the mandatory busing of schoolchildren to promote racial balance, the poll found that, for the first time, "a whole host of key segments of the American public now actually favor busing," including those under age 30 and those whose children have been bused.

"One of the chief reasons for this startling change of thinking in the country is the fact that satisfaction levels with the experience of busing children have taken a sharp upward turn," the survey reported.

Seventy-one percent of all families whose children have been bused report that the experience has been "very satisfactory," compared with 54 percent when the same question was asked in February 1981.

The proportion of white families whose children have been bused and who said they were "very satisfied" with busing increased significantly, from 48 percent in 1981 to 73 percent in the most recent survey. During the same period, the percentage of black families who were "very satisfied" decreased from 74 percent to 64 percent.

The telephone survey of 1,250 families, which was conducted between Nov. 26 and Dec. 3 by Louis Harris and Associates, has a margin of error of within three percentage points of what would be found if the entire adult population were polled.

'High Satisfaction'

"Significantly, as more white families have had their children go through the busing process, they have found that their worst fears simply did not materialize," the survey reported. "Instead, the entire process was one of high satisfaction."

"Whites usually have such extreme fears about busing, that when they have a relatively normal experience, they are surprised," Gary Orfield, director of the University of Chicago's National School Desegregation Project, said last week. "Now, you see a generation of people whose kids are actually in desegregation plans and who think it's a good idea. They are ahead of the political leadership."

"When you consider that we have had an utterly hostile Administration in office for six years," he added, the shift in public opinion toward busing "seems all the more remarkable."

William Bradford Reynolds, assistant attorney general for civil rights in the U.S. Justice Department and a staunch opponent of mandatory busing, declined through a spokesman to comment on the survey's findings.

The increase in support for busing, Mr. Orfield said, could be due in part to the increased use of magnet-school desegregation plans, which rely on the creation of academically enriched programs to attract students.

The decrease in blacks' support of busing may be the result of the fact that "blacks generally do get an unequal burden in busing plans," he said. However, the poll found that, overall, blacks still favor busing at nearly twice the rate of whites—by 66 percent, compared with 36 percent.

One poll finding that Mr. Orfield called "extremely interesting" is that 58 percent of Hispanics favor busing, while only 39 percent oppose it.

"I've never seen that much support for busing among Hispanics," said Mr. Orfield, who last year released a study reporting that Hispanic children are becoming increasingly segregated in the nation's public schools. *(See Education Week, Nov. 26, 1986.)*

The survey also found that no issue since the Vietnam War has been split so clearly along generational lines.

Support for busing is highest among 18- to 24-year-olds, 60 percent of whom favor it; support among older age groups falls off rapidly.

A recent survey of 204,491 college freshmen at 372 institutions, conducted by the American Council on Education and the Cooperative Institutional Research Program at the University of California at Los Angeles, reported similar conclusions.

Despite finding that college freshmen have more conservative attitudes than their predecessors on a range of issues, the survey found that the current generation of students—the first to be exposed to busing throughout their schooling—gave it a record level of support.

Thus, while only 25.3 percent listed "promoting racial understanding" as an "essential" or "very important" personal goal—a record low for the category—53.6 percent agreed that "busing to achieve racial balance in schools is all right," according to "The American Freshman: National Norms for Fall 1986."

1986 Demographics on School Busing

	Favor	Oppose	Not Sure
TOTAL	41%	53%	6%
Age 18-24	60	34	6
25-29	51	43	6
30-49	37	58	5
50-64	35	59	6
65 and over	26	63	11
White	36	57	7
Black	66	33	1
Hispanic	58	39	3
White Protestant	32	61	7
White Catholic	43	51	6
White Moral Majority	30	60	10
Republican	36	60	4
Democrat	43	49	8
Independent	41	52	7

Source: Louis Harris and Associates

National Endowment for the Humanities

Summer Institute for Teacher Educators

JUNE 1-21, 1987

Middlebury College invites applications from teacher educators to attend a summer institute on American federalism. Participants will study recent developments in teaching history and examine ways to integrate plans to collaborate with humanities scholars and secondary teachers to improve the training of prospective teachers.

Faculty members with at least three years of full time teaching experience who teach prospective social studies teachers are encouraged to apply by March 1, 198‾. There is a $2,100 stipend.

For application information, please contact: Richard Dollase, Project Director, Middlebury College, Middlebury, VT 05753.

Have you checked what's available to you in special offers on products and services on the cards found in the back of your ISSUE 40? Did you intend to send the cards in, but put off doing so? Then do it TODAY -- why delay?

ISSUE 40

"My Partners live in New Jersey. . . but they work here in Senegal!"

Did you know that you can live at home and still see the world through the eyes of a Peace Corps Volunteer?

For over 22 years, U.S. students have been sharing the Peace Corps experience by becoming **Peace Corps Partners.**

Combine your resources with those of an overseas community and you can make a difference in the quality of their lives.

You can equip a rural health post for the first time. Or put a roof on a schoolhouse. Or build a well in a African village.

For more information about the
PEACE CORPS PARTNERSHIP PROGRAM and **FREE LOAN OF FILMS**
Call 800/424-8580, ext. 227 or 277, or write:

PEACE CORPS

Peace Corps Partnership Program, 806 Connecticut Ave., N.W., Washington, D.C. 20526

Report Applauds Activism of Blacks

By William Snider

WASHINGTON—Despite a deepening of the economic, educational, and social problems it faces, the black community "enters 1987 in a hopeful mood," according to the National Urban League's annual report on "The State of Black America," released here last week.

"In the face of federal budget cuts and few resources, black individuals and organizations are implementing activities to deal with problems like teen-age pregnancy, crime, drug abuse, and inadequate education," said John E. Jacob, the league's president, in releasing the report.

He called these efforts by blacks to address problems within their communities "an important reason for black survival in this hostile climate, and for our hopes for the future."

The league is currently in the first year of its own nationwide education initiative, which is designed to bring about "significant increases in the level of involvement of black adults in activities that assist black students in improving their achievement levels."

A Range of Services

The league's 113 affiliates are providing a wide range of educational services, including:

- Tutoring, enrichment, and test-review courses in basic subject areas.
- Guidance programs, career counseling, and mentor relationships to encourage academic achievement.
- Programs encouraging parental monitoring of students' daily schoolwork and overall academic progress.
- Black history and cultural programs to instill pride and positive feelings of self-worth in black youths.
- Early-childhood-development programs to expose preschoolers to technological and scientific concepts.

Other community organizations are involved in similar "self-help" efforts, officials said, to show that positive results can be achieved—and to counter the fact that, as one black leader put it, "the sheer massiveness of the problems may have become a source of intimidation to policymakers and educators."

According to Sharon P. Robinson, director of instruction and professional development for the National Education Association, such intervention "needs only to be targeted to 4 percent of the nation's school districts to have a national impact." In one of 10 papers commissioned for the annual report, Ms. Robinson said that more than 80 percent of black children can be found in those few districts.

A 'Hostile Climate'

But educational progress alone is not enough to resolve the problems facing black America, the report concludes, because blacks still face a "hostile" political and social climate.

"There is no escaping the conclusion that a major impact of six years of Reagan Administration leadership on the economy has been to increase racial inequality and exacerbate the economic difficulties of blacks," said David Swinton, director of the Southern Center for Studies in Public Policy at Clark College.

"We can't forget that for six years and more, Americans have been told that racism is a thing of the past," Mr. Jacob said. "The result is a national climate of selfishness, and a failure of government to take a positive role in ending racism and disadvantage."

Mathematics Test Scores Show U.S. Is 'Nation of Underachievers'

Continued from Page 1

lum change, beginning in the early grades," said F. Joe Crosswhite, professor of mathematics education at Northern Arizona University and former president of the National Council of Teachers of Mathematics.

"We intend to set national criteria of excellence, without dictating to schools how they should be achieved," he said.

Although the proposed changes would require "a substantial amount of money and a commitment over a long period of time," Mr. Crosswhite said, reform is achievable.

"It is quite possible the country is willing to make that commitment," he said.

The commitment will come as the public recognizes the economic need for improved mathematics skills, added John A. Dossey, current president of the N.C.T.M.

"Math will play a more important role in future life, in the world of work that is becoming more technological," he said. "Math skills are a key to economic security and a chance for advancement."

The two-day symposium was sponsored by the Mathematical Sciences Education Board, a branch of the National Research Council established in 1985 to examine ways to improve math education in the United States.

Recommendations from the meeting will be sent to federal, state, and local policymakers, according to Shirley A. Hill, president of the board.

The board is also developing a curricular framework and studying possible improvements in mathematics testing, she added.

Deceptive Explanations

Conference participants expressed a belief that other types of reform, such as longer periods of instruction and reduced class sizes, would be unlikely to raise student achievement.

Such factors, often cited as causes for the poor performance of U.S. students, are deceptively simplistic, according to one of the reports released last week.

Japanese math classes average about 40 students, it showed, while classes in the United States are at the international average of 26.

In addition, the report found that American 8th graders spend about 144 hours a year on mathematics—a figure that exceeded the time allotted in roughly two-thirds of the countries studied.

The American school-reform movement of recent years has failed to address the basic problem, according to Mr. Dossey.

"Legislation mandating more years has had positive effects, but a mandate does not do it," he said. "More years do not necessarily mean more content."

In addition, he said, the reform movement's emphasis on tests has had a negative impact.

"They take more time away from instruction, and they test the wrong things," he said.

International Study

The studies released last week found that, when compared with students in other countries, American students have lower expectations for math performance. "To do poorly in math in this culture is accepted," Mr. Dossey said. "This is communicated to students in a variety of insidious ways."

One of the most important ways is through the curriculum, which, according to one of the new studies, "lacks challenge and vitality."

"In school mathematics, the United States is an underachieving nation, and our curriculum is helping to create a nation of underachievers," the report states.

Entitled "The Underachieving Curriculum: Assessing U.S. School Mathematics From an International Perspective," the report is based on the Second International Mathematics Study, a 20-nation assessment of 12,000 8th-graders and 12th-graders in college-preparatory math classes.

Results from the 1982 assessment were published in "What Works," the Education Department's 1986 booklet on effective schooling.

They showed that U.S. 8th graders ranked at about the world average in mathematics ability, while 12th graders ranked well below the average. Japanese students ranked at the top in each grade. *(See Education Week, March 19, 1986.)*

American students perform poorly on the international comparisons, the study found, because the curriculum does not demand that they master topics thoroughly and move on to more advanced topics.

"Content is spread throughout the curriculum in a way that leads to very few topics being intensely pursued," the report states. "Goals and expectations for learning are diffuse and unfocused. Content and goals linger from year to year, so that curricula are driven and shaped by still-unmastered mathematics content begun years before."

Instead of a "spiral curriculum," in which topics are repeated so that each lesson builds on a previous lesson, schools should develop a more sequential curriculum that allows students to progress to higher-level topics, educators suggested.

"We teach addition through the 8th and 9th grades," said Edgar L. Edwards Jr., associate director for mathematics of the Virginia State Department of Education. "That's too long to be dealing with something like that. We just continue to go around on a spiral. We never seem to get off anything."

The sequential curriculum would place a greater burden on teachers, who can "get away with" inadequate teaching now, he said, because they know the same topic will be covered the following year.

"This will place a responsibility on someone to teach something—really teach it, to mastery," Mr. Edwards said.

Increasing the use of computers and calculators would enable students to move on to topics that involve higher-order problem-solving skills, instead of spending their time learning computation, said James T. Fey, a professor of mathematics and curriculum at the University of Maryland.

"We've been trying hard to get kids to acquire skills that are rapidly becoming outmoded," he said. "In order to get students to solve problems, we've got to find a way to avoid endless preparation in a variety of low-level skills. Technology offers that opportunity. We've got to capitalize on it."

Opportunity To Learn

The math educators also urged schools to re-examine the system of sorting students into different curricular tracks.

According to the international study, the current curriculum "fails to fairly distribute opportunities to learn to children."

"As early as the junior-high-school grades, tremendous differences are created in what mathematics U.S. children have the opportunity to learn and, therefore, in what they are able to achieve," the report states.

This is particularly true for girls and for minority students, according to Shirley M. Malcom, program head of the American Association for the Advancement of Science's office of opportunities in science.

"There are a lot of kids in schools in this country whose performance says they are slow, that they don't know things," Ms. Malcom said. "A lot of it is because they were never taught. Particularly in inner cities, courses are not provided, teachers have low expectations. What else do you expect to get but what you see?"

But the system of tracking allows students who perform well to move to more advanced subjects, said Scott D. Thomson, executive director of the National Association of Secondary School Principals. "Kids start out slow and end up fast," he said. "It happens all the time."

'Why Try?'

In particular, the conference participants said, the elementary-

Continued on Following Page

Achievement

Percent of Items Correct In Tests to 8th Graders

Country	Arithmetic	Algebra	Geometry	Statistics	Measurement
Belgium (Flemish)	58%	53%	43%	58%	56%
British Columbia	58	48	42	61	52
England and Wales	48	40	45	60	49
Finland	46	44	43	58	51
France	58	55	38	57	60
Hungary	57	50	53	60	62
Israel	50	44	36	52	46
Japan	60	60	58	71	69
Luxembourg	45	31	25	37	50
Netherlands	59	51	52	66	62
New Zealand	46	39	45	57	45
Nigeria	41	32	26	37	31
Ontario	55	42	43	57	51
Sweden	41	32	39	56	49
Thailand	43	38	39	45	48
United States	51	43	38	57	42

Percent of Items Correct In Tests to 12th Graders

Country	Sets and Relations	Number Systems	Algebra	Geometry	Elementary Functions and Calculus	Probability and Statistics
Belgium (Flemish)	72%	46%	61%	42%	40%	43%
British Columbia	48	43	47	30	21	38
England and Wales	61	59	66	51	58	64
Finland	77	57	69	48	55	58
Hungary	36	26	45	30	26	29
Israel	51	46	60	35	45	38
Japan	79	68	78	60	66	70
New Zealand	72	51	57	43	48	58
Ontario	69	47	57	42	46	46
Sweden	58	62	60	49	51	64
Thailand	52	33	38	28	26	34
United States	56	40	43	31	29	40

SOURCE: The Second International Mathematics Study.

Opportunity To Learn

Percent of Items Taught In or Before the 8th Grade

Country	Arithmetic	Algebra	Geometry	Statistics	Measurement
Belgium (Flemish)	76%	72%	31%	39%	84%
British Columbia	83	84	48	47	77
England and Wales	78	63	54	69	80
Finland	76	70	39	52	70
France	86	87	43	50	92
Hungary	91	91	86	86	97
Israel	71	79	43	52	63
Japan	85	83	51	78	95
Luxembourg	79	52	35	32	82
Netherlands	82	73	67	32	82
New Zealand	67	62	59	60	70
Nigeria	79	72	65	64	71
Ontario	87	70	49	61	84
Sweden	86	45	36	47	67
Thailand	86	83	57	58	86
United States	87	69	44	73	72

Percent of Items Taught In or Before 12th-Grade College-Preparatory Classes

Country	Sets and Relations	Number Systems	Algebra	Geometry	Elementary Functions and Calculus	Probability and Statistics
Belgium (Flemish)	91%	80%	92%	82%	98%	46%
British Columbia	65	75	82	50	32	29
England and Wales	48	74	86	69	85	87
Finland	88	90	92	79	87	87
Hungary	45	55	87	74	67	27
Israel	30	58	70	49	79	39
Japan	95	80	100	89	92	82
New Zealand	85	90	93	75	93	88
Ontario	62	60	83	52	83	33
Sweden	60	87	90	86	85	75
Thailand	61	75	78	83	63	90
United States	83	83	86	62	54	45

SOURCE: The Second International Mathematics Study.

Long Overlooked, Special Education Is Becoming a Topic of Reform

Continued from Page 1

think people know how to deal with it right now," said M. Stephen Lilly, dean of the college of education at Washington State University.

At issue, he and others say, are broad-ranging quandaries that have long divided practitioners, such as the degree of training needed to teach special education, and whether certification should be "generic" or cover the specific handicaps or levels of disability to be taught.

In addition, they warn, questions arising from the general teacher-reform movement could cloud any attempt to delineate what it takes to be a special educator. For example: Should a proposed national teacher-certification board certify special educators separately? And, if so, should they be required to have a graduate degree, as some have proposed?

Moreover, the doubters ask, in a field experiencing widespread shortages, would more stringent preparation requirements discourage students from becoming special educators?

Reform Moves Needed

Most educators are in agreement, however, on the need for equal reform consideration.

They note that, in the most recent U.S. Education Department statistics—those for the 1984-85 school year—more than 1.8 million students were classified as learning-disabled. That represents an increase of more than a million learning-disabled students over the past decade.

And, in an era in which the "at risk" child will be education's most pressing—and growing—problem, these educators point out, those who teach the learning-disabled population will need to be especially well prepared.

But widespread shortages of trained special-educators have already prompted some states to increase the number of emergency or provisional certificates issued to new teachers in the field.

In a 1986 study, the University of Maryland's Institute for the Study of Exceptional Children and Youth found, for example, that 13 of the 41 states and territories responding had issued an increased number of provisional certificates since 1982. Nineteen other states granted the same number of such certificates over the four years studied. Only seven reported a decrease.

In addition, the continuing debate over whether regular classroom teachers can or should tackle the special problems of the disabled was given new fuel last November, when the Education Department's assistant secretary for special education and rehabilitative services, Madeleine Will, issued a report advocating greater efforts to "mainstream" handicapped children.

"It is hard to find anyone who has anything good to say about our current situation," writes James J. Gallagher in a report published last December in the *Journal of Learning Disabilities*. A professor of education at the University of North Carolina at Chapel Hill, Mr. Gallagher has been a leading voice in the movement to extend the current reform discussions to include special education.

But special education is a field, as Mr. Gallagher notes in his report, that has been characterized as a "maelstrom of disagreements, arguments, and dissension." And, characteristically, some practitioners do not see a pressing need for reform.

These dissenting voices note that, because of special education's federal mandate, extensive monitoring system, and evolving knowledge base, the field may actually be in better shape than regular education.

"We've been going through years and years of changes," said James Kahn, a professor of special education at the University of Illinois at Chicago. "It's really not new for us to look at what types of programs are available."

Holmes Group's Report

But the louder voices are calling for change. And many express frustration that, of the five major reports on educational reform to emerge this decade, only one—the Holmes Group consortium's "Tomorrow's Teachers"—mentions the preparation of special-education teachers.

That document recommends, among its other proposals, that all career teachers be trained to teach children with special needs. "Those who would specialize in the teaching of special populations would be expected to obtain additional knowledge and understanding" through advanced graduate work, the report states.

"We recognized that there were certain fields—early childhood, special education, and vocational education—that had some peculiar needs and differences," said John Palmer, a former vice chairman of the Holmes Group and education dean at the University of Wisconsin at Madison. To make more specific recommendations for special education, he said, "would require another book or another chapter."

Longer Training?

But even that single recommendation has puzzled special educators. Since the report also advocates abolishing the undergraduate education major, requiring regular classroom teachers to study an additional year for an education degree, would the special educator then be required, they ask, to train for six years or more?

"It has tremendous implications for the field,"said Ann Nevin, president of the C.E.C.'s teacher-education division.

Currently, state and university requirements for special-educator training vary widely. Some states and institutions require only an undergraduate degree, but others require a master's degree. In still others, only an undergraduate degree in basic education with added coursework in specific handicaps is required.

If more colleges and universities move to make special education a graduate program, some educators warn, the longer training time may discourage potential students and exacerbate a shortage in the field.

The Education Department estimated in 1983 that 4 percent of all special educators were uncertified. And the University of Maryland study estimates that most states and territories face future personnel shortages as well.

"There is some question as to whether people will go through [the extended training]," said Diane Merchant of AACTE. "I don't think the pay is an inducement to get people to go another year."

The newly formed committee of the association is expected to issue its position paper on the preparation of special-education teachers by the spring.

'Generic' Certification

Further complicating the issue are questions of whom should be certified to teach what handicap or disability. Those who study the field say an increasing number of states are allowing "generic" and "cross-categorical" certifications. A "generic" certificate allows a teacher to teach several types of learning-disabled students, from those with dyslexia to those with other mild handicaps. A "cross-categorical" teacher is certified in several specific handicapped categories.

Traditionally, special-education certificates have been strictly "categorical." And the trend toward looser certification categories has sparked intense debate.

While the practice provides added flexibility, said Margaret J. McLaughlin, who surveyed state special-education administrators for the University of Maryland study, "the criticisms and concerns are that it has gone too far."

"It's impossible in four years," she said, "for a person to have all the coursework and the range of experience needed" to teach multiple types of handicapped students.

Future Directions

When the newly reconstituted Holmes Group sits down later this year, Mr. Palmer said, special education may be a topic of discussion.

"I don't have any doubt that this will be among the things that some institutions will be looking at," he said. Some Holmes Group members, he pointed out, have already begun revamping their special-education programs in line with the group's recommendations.

Likewise, the question may be addressed by the 33-member panel charged last September with establishing the independent national board proposed by the Carnegie Forum to set professional standards for teacher certification.

Said Margaret J. Lathlaen, a panel member and one of the 10 finalists in NASA's "Teacher in Space" competition: "We have to decide 'Do we certify only teachers or other educators and administrators as well? Is it a board that wants to separate certifications for vocational education, foreign languages, bilingual education, etc.?' "

"One of my thoughts, when the board is established, is getting representation for special education," she added.

Ms. Lathlaen, a teacher of gifted children, said that many of the basic recommendations made in the Carnegie report, "A Nation Prepared: Teachers for the 21st Century," also apply to special education.

Another landmark report, the National Governors' Association's "Time for Results," stresses reforms that address the problems of all students, including those "at risk"—a population that often crosses over into the realm of special education. And, in fact, a number of states have, since 1982, examined and made changes in their certification standards for special education as part of more general education-reform packages, according to the University of Maryland study.

As Ms. Merchant pointed out: "There are a lot of people out there who say a good teacher is a good teacher—period."

Citing Poor Math Performance of U.S. Students, Educators Seek Major Overhaul of Curriculum

Continued from Preceding Page

school curriculum must also be strengthened if the standards for student performance are to be raised.

"American kids think they're good in math," said Harold W. Stevenson, professor of psychology at the University of Michigan and co-author of three studies released here last week. "Parents think they're doing well, too."

The studies on which Mr. Stevenson collaborated found that the math performance of U.S. 5th graders compared unfavorably with that of comparable students in Japan and Taiwan. The studies also disclosed a possible factor in the achievement lag: Americans tend to believe math performance is dependent on native ability, while the Japanese and Taiwanese believe that performance can improve with effort.

A belief in the pre-eminence of native ability eliminates American students' incentive to work at mathematics, Mr. Stevenson asserted. "Those who are average or below average must suffer," he said. "They say, 'Why try?' But it's a bad thing for the good kids, too. They say, 'Why do I have to work at math?' "

One of the University of Michigan studies, which examined classrooms in the three countries, found that teachers in Taiwan and Japan "are more intensely involved in mathematics than are their American counterparts."

Unlike American classrooms, where children frequently work alone at their desks or in unrelated activities, Taiwanese and Japanese teachers spend more time imparting information to their classes, the study found.

As a result, it concluded, American students receive less instruction in math than students in the other countries.

To counteract these trends, educators at the conference urged a greater emphasis on math instruction in the early grades, including the use of math specialists as early as the 4th grade.

"Reading is the priority at the elementary school," said Mr. Dossey. "Math should be at least as important."

Teachers should also have more time for preparation, as teachers in other countries have, so that they are better able to challenge their students in math classes, conference participants said.

"We're asking teachers to do an impossible task," said Dorothy Strong, director of mathematics for the Chicago Public Schools. "No business that planned to produce results would ask its employees to do that."

But adding preparation time would be costly, noted Mr. Thomson of NASSP. "There's no question that teaching four hours a day instead of five has advantages," he said. "But it's expensive. It would add 20 percent to the cost of salaries."

"The Underachieving Curriculum" is available for $8, plus $1 postage, from Stipes Publishing Company, 10-12 Chester St., Champaign, Ill. 61820.

The Michigan studies are being prepared for publication.

Schools Make Own Power, Heat

Officials of the Boston school district expect to save up to $400,000 in heating and electric costs this year by installing what they say is "state of the art" power-generating equipment in five of the district's 130 buildings.

By the end of this month, cogeneration units—which simultaneously produce electricty and heat—will be switched on at four schools, according to Carl Gee, the district's energy manager.

Later this winter, he said, English High School, a 10-story high-rise building, will begin to be heated in part with a pump that taps warmth from a geologic formation 1,000 feet beneath the building.

The four cogeneration units are similar to automobile engines, but they are powered by natural gas instead of gasoline, Mr. Gee explained.

Waste heat is collected by devices similar to automobile radiators, and is channeled into the buildings' heating systems, where it supplements steam purchased from the Boston Edison Company.

At the English School, two 1,000-foot-deep wells were bored next to the building. A pump draws heat from beneath the earth's surface and circulates it through the modern, office-like structure, Mr. Gee said.

The $175,000 project at the English School was financed by federal and state energy grants, Mr. Gee said.

The cogeneration units at the four other schools, he added, are owned by a local energy company and are being purchased by the school committee over a 10-year period.

The city's school committee is expected to approve the installation of energy-saving equipment at 14 additional schools during the coming year, Mr. Gee said.

—T.M.

2/17/87 R4800-2 A

EDUCATION WEEK

American Education's Newspaper of Record / $2.00
Volume VI, Number 21 · February 18, 1987
© 1987 Editorial Projects in Education

Thorny Issues Face Planners of Board To Certify Teachers

Divergent Views on Shape Of Panel May Be Emerging

By Lynn Olson and Blake Rodman

Although they have already met three times, members of the planning group working to establish a national certification board for teachers say they have just begun to address the hard issues involved in creating a powerful new force within the education community.

If a national board becomes a reality, it could eventually determine who could enter the profession, how teachers should be trained, what their ethical code of behavior should be, and how their status would be viewed by the public at large.

NEWS ANALYSIS

Those chosen to sit on the board, therefore, would wield substantial power.

"Once the board is in place, the profession will find itself, for the first time, in control of the definition of what it means to be a professional teacher," states the report of the Carnegie Task Force on Teaching as a Profession, *A Nation Prepared: Teachers for the 21st Century*.

The board itself will determine how high standards for national certification should be, what the examinations should look like,

Continued on Page 28

FRANK MENAYACPE SECONDARY SCHOOL

Students from Central Park East Secondary School in New York City, one of 11 core schools in Theodore R. Sizer's Coalition of Essential Schools.

'Less Is More'

Coalition Rethinking the Basic Design of Schools

By Lynn Olson

One of an occasional series of articles examining major initiatives to restructure schools and teaching.

PROVIDENCE, R.I.—Hope High School is a comprehensive, urban school struggling to improve its image. Most of its 1,050 students come from low-income minority families here, and the dropout rate is about 40 percent.

Some 200 miles away in New York State, not far from Manhattan, Bronxville High School seems a world apart. An affluent college-preparatory school, Bronxville enrolls 750 students who generally score well on standardized tests and attend prestigious universities after graduation.

But Hope High shares a common trait with Bronxville: Both are educational mavericks. They are part of a collaborative effort to revolutionize high schools by putting into practice the ideas of Theo-

Continued on Page 22

Money, Teaching High on Agenda In Legislatures

Finance Reform Likely, State Panel Heads Say

By Tom Mirga

Financing schools adequately, staffing them with competent and well-paid teachers, and running them more effectively top the list of priorities for education-committee chairmen in the state legislatures this year, according to a new survey by the National Conference of State Legislatures.

"Money for education is what the lawmakers needed in 1986, and money is what they want in 1987," said the N.C.S.L. researchers, who polled 104 lawmakers from all 50 states late last year on their views of emerging issues in education.

In addition, the researchers said, recent reports by the National Governors' Association, the Holmes Group, and the Carnegie Task Force on Teaching as a Profession are apparently prompting lawmakers to take a more "comprehensive" approach to upgrading the quality of instruction in their states' public schools.

The researchers also found that school-reform programs implemented in the early 1980's, and their effects on property-poor school districts, have spurred legislators in some states to begin re-examining school-aid formulas.

"Based on their answers to this survey, it is safe to predict a resurgence of school-finance reforms," the researchers concluded.

Continued on Page 27

Schools Begin To Address Problem of 'Social-Skills Deficits'

By Debra Viadero

When a presentation on "social-skills deficits" was included on the agenda of the National Conference on Learning Disabilities in Washington last month, those who study the problem hailed it as "a giant step forward."

"In all likelihood, a paper such as this would not have been presented five years ago," said Frank Gresham, a professor of psychology at Louisiana State University.

Until recently, experts on the subject say, most researchers regarded social-skills deficits as a stepchild to the study of learning disabilities.

Classified simply as a deficit—not a disorder or a syndrome—the term describes the inability of some children to make friends, carry on a conversation, intuit the feelings of others, and employ a host of other social skills that come naturally to most of their peers.

"Before, we would have said that he or she doesn't have a good personality," said J. Stephen Hazel, a research associate at the University of Kansas' institute for learning disabilities. "There's been a change in our understanding that social skills are skills that can be learned."

Any child can lack adeptness in dealing with others, but children with learning disabilities are most at risk for the problem, experts agree.

And although the precise relationship between academic difficulties and poor social skills remains unclear, a number of school districts have begun to address students' so-

Continued on Page 25

Bennett's 'Wall Chart' Shows Student Gains Have Reached Plateau

By William Montague

WASHINGTON—After four years of rising test scores and declining dropout rates, the education-reform movement has reached a plateau, Secretary of Education William J. Bennett said as he unveiled this year's "wall chart"—his department's state-by-state comparison of school performance.

Despite a slight upturn in the dropout rate in 1985, "we are holding the ground we have gained," Mr. Bennett said at a press conference last week. Scores on college-entrance tests, he said, remained stable in 1986, following significant improvements in recent years.

"It was not likely that we would repeat last year's dramatic gains every year," Mr. Bennett said. "But if we are to attain the goals we have set for ourselves, we must make progress each and every year."

The much-publicized wall chart, which department officials bill as "the nation's report card," ranks each state on the basis of its test scores and graduation rates, as well as its average teacher salaries and per-pu-

Continued on Page 18

Also in the news

Principals' Salaries Rise By 6.5 %, Study Finds

The average salary for high-school principals reached $47,896 this school year, with the highest-paid principal earning $73,600.

7

◂ **9**

Tennessee National Guard 'Seizes' School

With automatic weapons firing (blanks), troopers launched a mock attack on Fulton High School as part of a program to instill patriotism.

Efforts Under Way To Add School Funds to Trade Bills

Linking education to economic competitiveness, Congressional Democrats plan to include funds for foreign-language and vocational education.

16

IN SUMMARY

'Latchkey' Numbers
Several well-known experts on child care have reacted skeptically to new Census Bureau findings that the number of school-age "latchkey" children is actually well below most earlier estimates. **Story on Page 6.**

Changing Patterns
Segregation by class, rather than by race, "may be on the rise" in the nation's urban areas, according to a new analysis of housing patterns by the Urban Institute. **Story on Page 10.**

Science and Society
Schools should minimize the "trivial pursuit" aspects of science instruction, and emphasize instead the societal context of science and technology, educators argued at a recent meeting. **Story on Page 11.**

A Bicentennial Snafu
In California, a book approved by the state bicentennial commission for sale to schools has prompted a formal inquiry because of its sympathetic portrayal of slave owners. **Story on Page 13.**

Divisions on Impact Aid
A dispute over the formula for federal impact aid has split the group representing districts that receive the aid on the eve of Congressional hearings on the program's reauthorization. **Story on Page 16.**

Commentary 36
Deadlines 31
Events 31
Grants 31
Letters 30
Marketplace 32
Special Education 5
State Capitols 13

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 21.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions,
Subscription Problems,
and Changes of Address
Write to:
Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Kirsten Goldberg, Bill Montague
Marleen Nienhuis, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

COPY EDITOR
Tricia Furniss

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTORS
Carol Maloney, Susan B. Schafer

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green
ADMINISTRATIVE ASSISTANTS
Julia Woltman, Molly McSherry, Tony L. Price

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

List of Display Advertisers

American Association of Retired Persons	29
Association of School Business Officials	24
CTB/McGraw Hill	19
Canter & Associates Inc.	17
Computer Curriculum Corporation	4-5
Council of Supervisors and Administrators	6
Educational Consulting Services	29
Excel Inc.	27
Environmental Design Planners Inc.	7
Gesell Institute of Human Development	28
Hart, Leslie A.	28
Harvard University Graduate School of Education	18
Harvard Education Letter, The	25
Hewlett-Packard	8
Lapel Pins	25
Madison Workshops	19
Meininger Inc. Realtors	17
National Association of School Nurses	28
National Occupational Competency Testing Institute Inc.	11
National Education Association	9
New England League of Middle Schools	25
Outcomes Associates	14
Performance Learning Systems	12
Professional Educators' Press	7
Quest National Center	15
Simbari, David	17
Sir Speedy Inc.	7
Springside School	25
Taft Educational Center, The	19
Teachers College/Columbia University	14
Telesis II of California Inc.	11
Texas Christian University	27
University of Massachusetts/Boston	10
Washington Montessori Institute	29
Zephyr Inc.	7

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

NATIONAL

Report Says College Aid Increasing in 26 States

Need-based state aid to college students is expected to rise by 13 percent in the current academic year, but increases are planned in only half of the states, according to a report issued last week.

States are expected to award $1.4-billion to 1.6 million students in the 1986-87 academic year, compared with $1.2 billion in 1985-86, the report states. But it notes that only 26 states are expecting to increase grant aid, while 11 plan to reduce the amount awarded.

The report is based on findings from the 18th annual survey of members of the National Association of State Scholarships and Grant Programs.

"Since 1982, average and aggregate state grants have grown at a faster rate than the average costs students pay," said Jerry Davis, co-author of the report. "That's the good news."

The bad news, he said, is that "the growth has occurred in just about half of the states."

"In the other half," he said, "the costs have risen faster."

The number of aid recipients has risen only slightly, Mr. Davis added, because states tend to raise awards to cover increases in costs. In addition, he said, enrollments have stabilized in many states, particularly in the Midwest and the Northeast.

The survey also found little evidence to support federal officials' claims that states have made up for reductions in federal student assistance, said Mr. Davis, director of research for the Pennsylvania Higher Education Assistance Agency. "Only in a few states are students better off than they were in 1981," he said.

Mr. Davis noted that 11 states award about 85 percent of all grant aid, so policy changes in those states significantly affect national totals.

Copies of the survey are available for $5 each, prepaid, from the Pennsylvania Higher Education Assistance Agency, Research and Statistics, Towne House, 600 Boas St., Harrisburg, Pa. 17102.

E.C.S. Booklet Analyzes Recent Reform Reports

Nine major education-reform reports published since November 1985 share several common traits, including recommendations to enhance the teaching profession, to shift reform efforts to the local level, and to take new steps to address the needs of minorities, according to a new publication from the Education Commission of the States.

"After three years, interest in education reform remains high, and a second generation of reports has developed," states the analysis, "The Next Wave: A Synopsis of Recent Education Reform Reports."

The latest reform reports address more complex issues than their predecessors, according to the E.C.S., including the problems of school dropouts and the need for students to be creative as well as competent thinkers.

Among other documents, the E.C.S. analyzed the reports of the Carnegie Task Force on Teaching as a Profession, the Holmes Group, and the National Governors' Association.

The commission notes that in calling for increased leadership by governors, legislatures, and state boards of education, the reports prompt questions about who should do what as the reform movement continues, and how greater collaboration with educators can be obtained.

Copies of the report, publication No. TR-87-1, are available for $8.50 each by writing Terry Shinkle, the E.C.S. Distribution Center, Suite 300, 1960 Lincoln Street, Denver, Col. 80295, or by calling (303) 830-3692. Bulk rates are available.

Study Examines Injuries In High-School Football

A national survey of high-school sports injuries has found that more than one-third of all football players were injured at least one time during the 1986 season.

According to the study by the National Athletic Trainers' Association, 37 percent of the estimated 1-million varsity and junior varsity football players were sidelined at least once as a result of injury last year. National projections based on a sample of 6,544 players at 105 schools indicate that the total number of injuries, including players hurt more than once, was 636,279.

"The results [of the survey] clearly demonstrate a need for instituting a verifiable health-care plan for every athletic program in the country," the association's executive director, Otho Davis, said in statement accompanying the report.

The study's authors found that most of the football-related injuries were not serious. About 9 percent of the injured players were sidelined for three weeks or more. Seventy-five percent of the injured players recovered in one week or less, and 16 percent in two to three weeks.

The report also included the following findings:

- Approximately 50 percent of the football-related injuries were sprains and strains, and 29 percent were contusions and lacerations.
- The most common injuries were to the hip or thigh (17.9 percent of the total); ankle or foot (16.6 percent); forearm, wrist, or hand (14.6 percent); and knee (14.6 percent).
- The typical varsity team had a roster of 41 players. During the 16-week season between August and November, an average of one athlete per team required hospitalization within 18 hours of injury. An average of one player per team required surgery to repair an injury.

Copies of the report are available by writing the National Athletic Trainers' Association, 1001 East Fourth Street, Greenville, N.C. 27858.

Diploma Said Crucial To 'American Dream'

The vast majority of Americans believes that obtaining a high-school diploma is the most important element of the "American dream," a new poll has found.

Poll takers for the Roper Organization asked 1,650 adults late last year to define the elements of the American dream and to assess their chances of achieving success.

Eighty-four percent of the respondents listed getting a high-school education as the most important part of the dream. Other elements cited were: having freedom to choose how to live, 80 percent; owning a home, 78 percent; having one's children go to college, 77 percent; obtaining a college education, 68 percent; achieving financial security, 64 percent; and doing better than one's parents, 61 percent.

The poll also found that most respondents were more optimistic about their own prospects of attaining success than those of their children.

When respondents were asked to rate, on a scale of 1 to 10, their chances of achieving success, the average response was 8.2. However, 55 percent of those polled said the American dream would be harder to achieve a generation from now.

STATES

Suit Filed To Block Aid For Religious Schools

A class-action suit filed in U.S. District Court is seeking to block New York State from making a $100,000 grant to a Roman Catholic school.

In addition, a separate part of the complaint filed last week seeks to prohibit all New York school districts from lending computer-software programs to sectarian schools and students.

The plaintiffs in the suit, filed in behalf of the state's taxpayers, are members of the Syracuse branch of the lobbying group Americans United for Separation of Church and State.

Two state lawmakers last year inserted into the current state budget the unrestricted $100,000 grant to the Franciscan Academy, a Catholic girls' school in Syracuse. While noting that the money has not yet reached the academy, the complaint argues that providing such funds would "directly benefit" the school's religious mission, in violation of the First Amendment's establishment clause.

In the second part of the suit, the plaintiffs note that New York education law requires school districts

Principals' Pay Rose Over 6% in 1986

By Blake Rodman

The average annual salaries of high-school and elementary-school principals nationwide rose by roughly 6.5 percent in the past year, while the average pay of junior-high-school principals increased by 5.9 percent, according to a new study.

Between the 1985-86 and 1986-87 school years, the average salary for high-school principals rose from $44,986 to $47,896, according to the survey.

Over the same period, it found, the average salary for junior-high principals climbed from $42,365 to $44,861, while the average pay for elementary-school principals jumped from $39,024 to $41,536.

Small school districts reported the highest percentage increases in principals' pay, according to the study, which was sponsored by the National Association of Secondary School Principals.

Top Salaries Exceed $70,000

The top salary reported in the annual survey of more than 1,000 school districts was $73,600, paid to a high-school principal in an unnamed district that enrolls 10,000 to 24,999 students and spends more than $5,000 annually per pupil.

The lowest salary recorded was $23,520, paid to an elementary-school principal in a district enrolling 2,500 to 9,999 students and spending $2,800 to $3,299 per pupil.

Last year, a principal's salary topped $70,000 for the first time, according to NASSP. That high-school principal was paid $72,601. *(See Education Week, Feb. 26, 1986.)*

This year, several school systems responding to the survey reported paying high-school principals $70,000 or more.

The highest-paid junior-high principal earns $69,837, the survey found, while the highest-paid elementary-school principal makes $67,320.

The lowest-paid high-school principal earns $24,000, while the lowest-paid junior-high principal makes $23,520.

The findings of the survey, conducted at the beginning of the current school year for NASSP by the Educational Research Service, were released on Feb. 4 at the association's annual meeting in San Antonio.

An NASSP official attributed the "continued growth" in principals' pay to a recognition by school boards and the nation that "the principal is the key player in improving schools."

Big Raises in Small Districts

While principals in small districts traditionally receive smaller raises than their counterparts in larger districts, such was not the case this year, the survey found.

For example, districts enrolling 300 to 2,499 students provided the highest percentage increases, with the average salary in those districts jumping 9.8 percent for high-school principals, 7.9 percent for junior-high principals, and 8.8 percent for elementary principals.

Salary increases for all principals in larger districts ranged from 4.8 percent to 6 percent.

Assistant Principals

The highest-paid assistant principal, according to the survey, earns $67,160 in a district enrolling 10,000 to 24,999 students and spending at least $5,000 a year per pupil. The lowest-paid assistant principal earns $17,700, it found.

On the average, an assistant high-school principal this year earns $39,758, up 5.7 percent over last year; an assistant junior-high principal makes $37,958, up 5.2 percent; and an assistant elementary-school principal earns $34,347, up 4.4 percent.

Geographically, the study found, principals and assistant principals in the Far West—Alaska, California, Hawaii, Nevada, Oregon, and Washington—earn more than their counterparts in other regions.

Copies of a 13-page report on the survey's findings are available for $1 each from NASSP, Office of Professional Assistance, 1904 Association Drive, Reston, Va. 22091.

Average Salaries Paid Principals and Assistant Principals in Public-School Systems 1985-86 and 1986-87 with Percent Change

	School Year		Percent Change
	1985-86	1986-87	
	Systems with Enrollments of 25,000 or more		
Principals			
Senior High	47,954	50,515	5.3
Junior High/Middle	44,024	46,139	4.8
Elementary School	41,080	43,259	5.3
Assistant Principals			
Senior High	38,502	40,505	5.2
Junior High/Middle	36,495	38,031	4.2
Elementary School	33,790	35,008	3.6
	Systems with Enrollments of 10,000 to 24,999		
Principals			
Senior High	47,301	50,012	5.7
Junior High/Middle	43,429	46,054	6.0
Elementary School	40,140	42,670	6.3
Assistant Principals			
Senior High	38,816	40,877	5.3
Junior High/Middle	36,456	38,645	6.0
Elementary School	32,914	35,260	7.1
	Systems with Enrollments of 2,500 to 9,999		
Principals			
Senior High	46,443	49,170	5.9
Junior High/Middle	42,912	45,484	6.0
Elementary School	39,782	42,103	5.8
Assistant Principals			
Senior High	37,873	40,168	6.1
Junior High/Middle	36,392	37,929	4.2
Elementary School	32,189	32,995	2.5
	System with Enrollments of 300 to 2,499		
Principals			
Senior High	39,034	42,862	9.8
Junior High/Middle	38,675	41,607	7.9
Elementary School	35,864	39,017	8.8
Assistant Principals			
Senior High	34,573	37,135	7.4
Junior High/Middle	32,582	36,092	10.8
Elementary School	31,893	32,844	3.0
	All Reporting Systems		
Principals			
Senior High	44,986	47,896	6.5
Junior High/Middle	42,365	44,861	5.9
Elementary School	39,024	41,536	6.4
Assistant Principals			
Senior High	37,616	39,758	5.7
Junior High/Middle	36,094	37,958	5.2
Elementary School	32,895	34,347	4.4

SOURCE: National Association of Secondary School Principals and the Educational Research Service.

Group Requests Ban on 'Television Interactive' Toys

In its battle against the "commercial abuse" of television programming for children, an industry watchdog group has asked the Federal Communications Commission to bar toy companies from using the airwaves to control the operation of new "television interactive" toys.

Action for Children's Television asked the F.C.C. in a Feb. 9 petition either to ban the use of television for such purposes or to conduct a public inquiry into the matter, said Peggy Charren, president of the Cambridge, Mass., group.

The toys are designed to respond to inaudible signals included in a television program, and, conversely, to allow children to interact with the program through controls on the toy.

For example, Axlon Corp. of Sunnyvale, Calif., has created Tech Force, a collection of 16 characters that fire lasers in response to signals from a television show. The figures can also be controlled by radio signal, an Axlon spokesman noted.

"Pretty soon, Dan Rather will say certain things on the air, and, if you buy a decoder, you can find out what he's really saying," Ms. Charren said. "It's not O.K. to do this on on-the-air television, which is licensed to serve the public."

Said Phil Quigley, Axlon's vice president of marketing: "Our feeling is that it's really a matter of choice. In the toy business, what really sells toys is word-of-mouth, not how much it's advertised."

Action for Children's Television filed its petition to coincide with the opening of the American International Toy Fair in New York City last week. —D.V.

PENSION PLANNING?

Put your pension to work, BE YOUR OWN BOSS in the fast-growing printing industry. Join one of the nation's leading printing franchisors. Prime territories available now. $30,000 working capital required. Call today for complete information.

1-800-854-3321

Sir Speedy, Inc.

23131 Verdugo Drive,
Laguna Hills, CA 92653

Do you want to provide **EFFECTIVE-TEACHING TRAINING for your staff— but do not have enough time or money?**

Purchase all necessary training materials to provide effective-teaching workshops.

Save the **Time** and **Effort** it takes to plan and develop the training plus the **Money** to hire outside consultants.

Train preservice and practicing teachers, assistants, and aides. Focus is on higher level thinking skills. Proven effective for elementary, secondary, Chapter I, remedial, and bilingual classes. Materials include Leaders' Guide with examples, practice activities, peer coaching; 320 Transparencies; 115 page Participant Workbook; and 10 Video Demonstrations.

See at AASA Convention Booth 1352

Zephyr Inc., 1008 E. Baseline 846A
Tempe, AZ 85283 602-831-0575

STOP LUNCHROOM NOISE!

WITH AUTOMATIC SOUND OPERATED

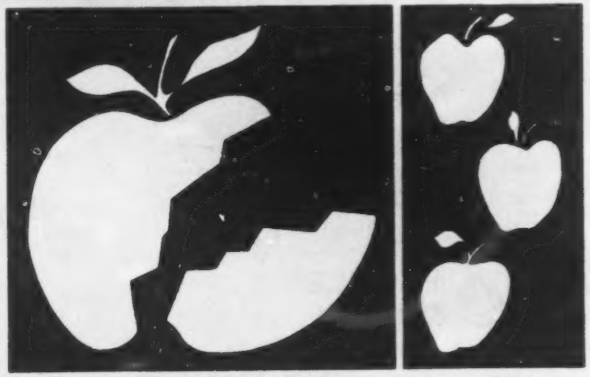
STOPLIGHT

- ● GREEN for acceptable sound levels
- ● YELLOW warning for momentary excessive sound
- ● RED for sustained excessive sound

For prices and information about ordering contact.

STOPLIGHT

Dept. EW-2
Environmental Design Planners, Inc.
P.O. Box 16248 • Tampa, Florida 33687
Phone (904) 588-4575



BREAK THE TRADITION OF TEACHER ISOLATION IN THE CLASSROOM

THE ORIGINAL GUIDEBOOK FOR TEACHER EMPOWERMENT

- Create total faculty involvement in a Peer Coaching Program with this step-by-step process.
- Written by **Kit Marshall, Ph.D.**, international trainer and founder of teacher-owned teacher driven school reform programs.
- This book sells itself...Nearly 90% of our 1986 sales have been 'word-of-mouth' and multiple copy reorders
- Includes copyable transparencies and handouts for the presentation of Peer Coaching Workshops.
- 3 ring binder-180 pages.

$35.00 plus $2.50 postage and handling. California residents add 6% sales tax.

PROFESSIONAL EDUCATORS' PRESS, INC.

Professional Educators' Press. Inc.
P. O. Box 392
Cameron Park, Ca. 95682

HARVARD UNIVERSITY
Graduate School of Education

Summer Institute on
Current Issues in School Law
July 6-10, 1987

Recent developments in school law are changing our understanding of what is permissible – and what is desirable – in many different domains. The Harvard summer institute will examine important current issues in school law and their educational ramifications:

- Religion in the schools
- Public funding for private school students
- Drug testing of students and teachers
- Student searches
- AIDS policies
- Special education
- Bilingual education

The institute will convene a diverse group of board members, administrators, and attorneys, in order to bring multiple perspectives to the discussions.

Faculty Includes:

Jay Heubert, Lecturer on Law at the Harvard Law School and Lecturer on Education at the Harvard Graduate School of Education

Martha Minow, Professor of Law, Harvard Law School, with special interests in bilingual education, children and the law, and educational law

Rhoda Schneider, General Counsel of the Massachusetts Department of Education; guest lecturer on law and education, Harvard

For information, write:
Institute on School Law
339A Gutman Library
Harvard Graduate School of Education
Cambridge, MA 02138
or call: **(617) 495-3572**

HARVARD UNIVERSITY
Graduate School of Education

Institute on
WRITING, THINKING, and CITIZENSHIP EDUCATION
July 20-24, 1987

A one-week institute for 40 secondary-school educators will explore innovative ways to revitalize citizenship education across the curriculum.

- How can students develop a civic identity, an understanding of our political process, and a sense of obligation to participate in it?
- How can students use writing to develop critical thinking and effective speaking skills?
- How can civic learning become an active experience for students?

Faculty includes:

- **Sandra Stotsky**, Ed.D., Institute Director

- **Benjamin Barber**, Ph.D.
- **Jeanne Chall**, Ph.D.
- **Barbara Hardy**, Ph.D.
- **Vernon A. Howard**, Ph.D.
- **Vicki Jacobs**, Ed.D.
- **Richard Katula**, Ph.D.

The costs of this institute are underwritten by the Lincoln and Therese Filene Foundation. Participants will receive a stipend.

For information and application, please write to:
Anne Scott
Institute on Citizenship Education
339A Gutman Library
Harvard Graduate School of Education
Cambridge, MA 02138
or call: **(617) 495-3572**

Chart Shows Gains Have Leveled Off

Continued from Page 1

pil spending, among other indicators.

Beginning with the first chart, released by then-Secretary Terrel H. Bell in 1983, such comparisons have proven highly controversial. Critics say the process misuses testing data and does not consider differences among the states in size, wealth, and student population.

'Too Simplistic'

"The wall-chart approach has historically been too simplistic," said David W. Hornbeck, superintendent of schools for Maryland and president of the Council of Chief State School Officers.

While endorsing the need to make schools more accountable to the public, Mr. Hornbeck criticized the chart's use of college-entrance examinations. "It relies much too heavily on the [Scholastic Aptitude Tests], even though only one-half of the kids take them," he said.

Mary Hatwood Futrell, president of the National Education Association, was even more critical, dismissing the event as "the Secretary's annual wall-chart follies."

"As indicators of education progress," she said, the statistics "raise more questions than they answer."

At his press conference, Secretary Bennett acknowledged the data's "limitations," but defended the chart as "a useful instrument." The department, he said, is willing to work with the chiefs and with other organizations, such as the National Assessment of Educational Progress, to develop a more comprehensive set of indicators.

Overall, Mr. Bennett stressed, this year's chart is cause for what he termed "operational optimism" about the excellence movement's future.

"If we stay at it seriously and don't pull back because of the wrong kind of opposition," he said, "we'll see continued improvements."

Department officials downplayed the importance of the slight decrease nationally in the graduation rate for high-school students, which fell from 70.8 percent in 1984 to 70.6 percent in 1985.

For the most part, department officials dismissed that statistic as "a blip" that is unlikely to be repeated. The 7,000 additional students who failed to graduate in 1985, Mr. Bennett said, accounted for only two-hundredths of 1 percent of the nation's schoolchildren.

Ramsay W. Selden, director of the state school chiefs' education assessment center, also suggested caution in interpreting the lower graduation rate. A larger number of students, he said, may be remaining in high school for an additional year to meet tougher graduation requirements.

"I would be very reluctant to conclude that the number of dropouts is increasing," he said.

According to the department, the decline in the graduation rate followed several consecutive years of improvement. Between 1982—the baseline year used in all the charts—and 1984, the graduation rate rose from 69.7 percent to 70.8 percent.

This year's chart shows that, while the graduation rate declined in 33 states, it rose in 16. The rate was unchanged in two states—New Hampshire and Pennsylvannia.

According to the chart, California, Maine, Connecticut, Minnesota, and North Carolina showed the most improvement in 1985, while Alaska, Ohio, Colorado, Utah, and Nevada suffered the greatest losses.

No Correlation

Mr. Bennett specifically discounted any correlation between the rise in the dropout rate and the stricter standards and more demanding curricula imposed by many states during the reform era.

The evidence, Mr. Bennett said, does not demonstrate that stricter standards increase dropout rates. In fact, he contended, they tend to have the opposite effect. More challenging coursework, he said, exerts a stronger hold on students who might otherwise become bored with school.

"I know it may seem counter-intuitive to some," he said. "But the fact is that, if you look at the schools with high standards, that is where you will find the lowest dropout rates."

Many of the states that have increased test scores in recent years, he added, have large numbers of disadvantaged students, such as Alabama, Mississippi, and South Carolina.

For the most part, test results did not change significantly in 1986, according to the department. The average combined score on the mathematics and verbal portions of the S.A.T., which is the main college-entrance test used in 22 states, remained at 906, the same as the year before.

S.A.T. scores rose in 12 states, declined in 7, and remained unchanged in 3, according to the wall chart.

Students taking the American College Testing Program examination registered an average score of 18.8 in 1986, up from 18.6 the year before. Of the 28 states where the A.C.T. is the most popular college-entrance test, 27 showed at least some improvement, while one—Michigan—remained unchanged.

Department officials said seven jurisdictions—Alabama, Arizona, Colorado, the District of Columbia, Georgia, Mississippi, and South Carolina—have recovered at least half of their test-score losses suffered since the 1960's. President Reagan set that goal as a "challenge" to the states during his 1984 re-election campaign.

Only Minnesota has met the president's other campaign challenge: to raise its graduation rate to 90 percent by 1990, Mr. Bennett said.

While the academic indicators showed little or no improvement, school spending was up significantly in 1985, according to the wall chart.

The amount of money spent per pupil rose by about $276 between 1984 and 1985, according to the chart. When adjusted for inflation, 1985 spending amounts to about a 5.3 percent increase.

According to Secretary Bennett, spending rose by 13 percent between 1982 and 1985, after inflation was taken into account.

"American education is not underfunded," he declared, echoing his recent statements in defense of the Administration's proposal to cut $5.5 billion from the education budget.

His critics, however, were quick to disagree. "The Secretary insists further gains can be made by simply redirecting federal dollars," said Albert Shanker, president of the American Federation of Teachers, in a statement. "It would be nice if life was that simple, but it's not."

Ms. Futrell questioned whether the cuts already made in federal education spending over the past few years have left the reform movement "stuck in the mud."

"Could it be that the reduction of federal funding has caused the curve of progress to flatten out?" she asked.

Ms. Futrell also criticized the chart's use of 1980 statistics on the number of children living below the poverty line. By using the seven-year-old data, she contended, department officials greatly understated the scope of the problem.

"There have been any number of surveys showing that the number has increased considerably in recent years," Howard Carroll, an N.E.A. spokesman, said. "We find it interesting that this data is not reflected."

While generally downplaying the importance of additional spending, Mr. Bennett praised the sizable gains in teacher pay documented by the chart. The average teacher salary in 1985 was $25,313, he noted, a 14 percent increase in inflation-adjusted dollars over 1982, and 3.8 percent more than in 1984.

'The Blob'

Mr. Bennett directed his strongest criticisms at what he called "the blob" of educational bureaucrats, who he said are sucking up more and more resources while adding little if anything to student achievement.

"It seems that the blob continues to grow no matter what," he said. While many administrators and principals are doing good work, he said, "The question is: Do we really need all of them?"

Bruce Hunter, associate director of the American Association of School Administrators, blasted Mr. Bennett's remarks as "inflammatory rhetoric," and promised a counterattack.

"We intend to take a long, hard look at the department's administrative costs," Mr. Hunter said. "We will respond to his accusations, and we expect the Secretary to do likewise."

Between 1960 and 1980, Mr. Hunter said, administrative costs increased from 4.5 percent of the average school district's budget to 4.9 percent, a trend that he attributed to the increased paperwork required by school desegregation and such federally mandated programs as special education.

"Unless something has changed radically in the past six years, then the facts are just not there to support his rhetoric," Mr. Hunter said.

Other developments highlighted by this year's wall chart included:

- **Academic bankruptcy.** Seven states—Arkansas, Georgia, Kentucky, New Jersey, Ohio, South Carolina, and Texas—now have laws allowing them to intervene in the affairs of troubled school systems, according to the department.
- **Minimum-competency testing.** Twelve states now require students to pass examinations before being promoted to higher grades. Another 24 states have made such tests a condition of graduating from high school, according to the chart.
- **Teacher accountability.** A total of 41 states have adopted or plan to adopt career ladders, merit-pay systems, or other methods of rewarding teachers based on performance. Another 35 states require new teachers to pass a certification test, and 27 states offer an alternative path to certification for those entering the profession from other fields.

To accompany this year's chart, department officials included a new publication—a booklet that summarizes each state's indicators and compares them with national averages.

FOOTNOTES FOR CHART ON PAGES 20-21

1. Each state's score is shown in the column that designates the test (the American College Testing Program (A.C.T.) or the Scholastic Aptitude Test (S.A.T.)) taken by most college-bound high-school students in the state.

2. Rankings are explained in the following list. A "T" designates a tie.

Columns 1 & 3	From highest (1) to lowest (28) A.C.T. score
Columns 2 & 4	From highest (1) to lowest (28) percentage
Columns 5	From largest increase (1) to largest decrease (28) in scores between 1982 and 1986
Columns 7 & 9	From highest (1) to lowest (22) S.A.T. score
Columns 8 & 10	From highest (1) to lowest (22) percentage
Column 11	From largest increase (1) to largest decrease (22) in scores between 1982 and 1986
Columns 13 & 14	From highest (1) to lowest (51) graduation rate
Columns 16 & 17	From highest (1) to lowest (51) salary
Columns 18-21	From smallest (1) to largest (51) ratio
Columns 22 & 23	From highest (1) to lowest (51) percentage
Columns 24 & 25	From highest (1) to lowest (51) expenditure
Columns 26 & 27	From highest (1) to lowest (51) percentage
Column 35	From highest (1) to lowest (51) income
Column 36	From highest (1) to lowest (51) rate
Columns 37 & 38	From highest (1) to lowest (51) percentage

3. A.C.T. scores and the percentages of graduates taking the exam may not be strictly comparable between 1986 and 1982. The 1986 scores and number of test takers represent data for students who took the A.C.T. exam as seniors, and for those who took the test as juniors but did not take it again when they were seniors. Prior years' scores and numbers of test takers included all test takers.

4. The 1986 estimated percentage of high-school graduates taking the A.C.T. or S.A.T. was calculated by dividing the number of 1986 A.C.T. or S.A.T. test takers by the number of 1985 public and 1980 private high-school graduates. The number of 1986 high-school graduates was not available.

5. The 1982 estimated percentage of high-school graduates taking the A.C.T. or S.A.T. was calculated by dividing the number of 1982 A.C.T. or S.A.T. test takers by the number of 1982 public and 1980 private high-school graduates.

6. The President's 1990 test-score challenge is to regain by 1990 at least half the test-score losses since the 1960's. Since the national 1972 S.A.T. score is about halfway between national S.A.T. scores in 1963 and 1984, when the challenge was first issued, 1972 test scores were used as the 1990 test-score-improvement goal.

7. Graduation rates are for public schools only, because recent data on private high-school graduates were not available by state. The adjusted graduation rate was calculated by dividing the number of public high-school graduates by the public 9th-grade enrollment four years earlier. Ninth-grade enrollments include a prorated portion of the secondary-school students who were unclassified by grade. Graduation rates were also corrected for interstate population migration. Information on the number of persons of graduating age receiving G.E.D.s is not currently available. Details are available upon request.

8. The President's graduation-rate goal is 90 percent. The 1985 adjusted graduation rate was subtracted from this.

9. Average annual salaries of all public-school teachers.

10. The pupil/teacher ratio is the number of public elementary and secondary students divided by the number of public elementary and secondary full-time equivalent teachers.

11. The pupil/staff ratio is the number of public elementary and secondary students divided by the number of public elementary and secondary full-time equivalent staff. The number of staff includes all professional and nonprofessional building and district-level employees; it does not include personnel for contracted services (because this information is not available) or state-level education personnel. Texas, Nevada, Montana, and Connecticut underreport or do not include support staff. The U.S. total has been adjusted for this underreporting.

12. States classified as having minimum competency testing for grade-level promotion include those where either state or local school districts have set standards.

13. States classified as having minimum competency testing for graduation include those where either state or local school districts have set standards. A dash indicates that the state does not have minimum competency testing for graduating classes.

14. States classified under this category have policies to intervene in school districts where students are performing below specified state levels.

15. States classified as having performance-based programs include those that have implemented programs, funded pilots or local programs, or established mechanisms for such programs as of December 1986. A dash indicates that the state does not have a performance-based teacher-incentive program. The programs are:

CL: Career Ladder. States may establish specific career steps tied to increased responsibility and salary for teachers.

TI: Teacher incentive. States may provide financial incentives (e.g., salary increases, bonuses, grants, etc.) and/or professional rewards for exemplary teachers (e.g., becoming a mentor in a mentor-teacher program).

SI: School Incentive. States may award cash incentives for schoolwide achievement of students (based on improved test scores or attendance) and/or employees (based on improved evaluations, attendance, etc.).

OT: Other. States may provide awards to teachers under a variety of programs that include extended employment opportunities (e.g., providing additional instruction outside the regular teaching day, increasing participation in staff-development activities, etc.) and differential pay for duties and categories of teachers (e.g., coordinators, instructional support teachers, and instructional/administrative specialists).

16. States classified as offering alternative teacher certification have programs to attract qualified candidates into teaching by modifying traditional teacher-training requirements. A dash indicates that the state does not offer alternative teacher certification. The types of certification indicated are:

PR: Provisional. States provide this temporary certification to teachers that teach while concurrently completing state requirements for teacher certification (e.g., additional coursework, seminars, etc.).

IA: Internship/apprenticeship. States provide this certification to candidates that meet minimum requirements (e.g., bachelor's degrees, and/or other subject-area requirements). Teachers assist interns, who at the end of a specified length of time, become certified.

17. This column indicates the test required for new-teacher certification, and the year of implementation. A dash indicates that the state does not have an examination provision for new-teacher certification. The tests indicated are N.T.E., National Teacher's Exam; State, A state-developed exam; Other, Other national or regional exam; NA, An exam is required, but a specific exam has not been selected for use.

18. The percentage of handicapped students includes all handicapped students counted under both E.H.A.-B (94-142) and Chapter 1 of E.C.I.A. (89-313).

19. Alabama, Arizona, Colorado, and Mississippi have recovered their A.C.T. losses since 1972. (See footnote 6 for explanation of 1990 test-score challenges.)

20. D.C., Georgia, and South Carolina have recovered their S.A.T. losses since 1972. (See footnote 6.)

21. New Jersey courts have supported a limited state role in overseeing several troubled school districts; however, new legislation (now pending) will authorize total state intervention in academically bankrupt districts.

22. Washington State is not included among either the A.C.T. or S.A.T. states because fewer than 35 percent of the high-school students took the test.

YEAR AND SOURCES OF DATA, BY COLUMN:

Columns 1 & 3	Individual State Education Agencies
Column 2	Center for Education Statistics, Office of Educational Research and Improvement, U.S. Department of Education (C.E.S.), *Digest of Education Statistics, 1985-86*; C.E.S. and Unpublished Preliminary Data
Column 4	Individual State Education Agencies; C.E.S., *Digest of Education Statistics, 1985-86*; C.E.S., Unpublished Revised Data
Columns 7 & 9	The College Board
Column 8	The College Board; Individual State Education Agencies; C.E.S., *Digest of Education Statistics, 1985-86*; C.E.S., Unpublished Preliminary Data
Column 10	The College Board; C.E.S., *Digest of Education Statistics, 1985-86*; C.E.S., Unpublished Revised Data
Columns 13 & 14	C.E.S., Unpublished Preliminary Data; U.S. Bureau of the Census, Unpublished Data; U.S. Bureau of the Census, *Characteristics of the Population, General Population Characteristics, Census of the Population, 1980*, PC 80-1-B
Column 16	National Education Association, Research Division, *Rankings of the States*, 1986
Column 17	National Education Association, Research Division, *Estimates of School Statistics* data file
Columns 18, 20, 22, & 24	C.E.S., Unpublished Preliminary Data
Column 19 & 21	C.E.S., *Digest of Education Statistics, 1985-86*
Columns 23 & 25	C.E.S., Unpublished Revised Data
Column 26	C.E.S., Unpublished Preliminary Data; U.S. Bureau of Economic Analysis, September 1986 Press Release
Column 27	C.E.S., Unpublished Revised Data; U.S. Bureau of Economic Analysis, September 1986 Press Release, revised 1982 data
Columns 28, 29, & 30	Education Commission of the States, Clearinghouse Notes, November 1985; Individual State Education Agencies
Column 31	Southern Regional Education Board, Career Ladder Clearinghouse, *1986—Incentive Programs for Teachers and Administrators: How are They Doing?*, December 1986; Individual State Education Agencies
Column 32	American Association of Colleges for Teacher Education, State Issues Clearinghouse, *Teacher Education in the States: 50-State Survey of Legislative and Administrative Action*, December 1986
Column 33	Education Commission of the States, Clearinghouse Notes, August 1986
Column 34	U.S. Department of Commerce, Bureau of Ecomonic Analysis, September 1986 Press Release
Column 35	U.S. Bureau of the Census, General Social and Economic Charateristics, December 1983
Column 36	Office for Civil Rights, 1984 Elementary and Secondary Schools Civil Rights Survey, National and State Summary of Projected Data
Column 37	U.S. Department of Education, Office of Special Education and Rehabilitative Services; C.E.S., Unpublished Preliminary Data

Note: All series have been updated using most recent data available. Minor variations in columns from previous charts may therefore occur.

Learning Styles—An Alternative for Achievement

Madison Schools – Development Project #0002-4C-82-D-1 Mansfield, Ohio
Presents: Eight Staff Development Sound Filmstrips Featuring 50-55 Frame Color Filmstrips with both Audible and Inaudible Cassette Advance Tapes.

#81-077 Tell Me About Learning Styles: Research & Background & Learning Style Instruments—A review of recent research regarding Learning Styles and an introduction to four practical approaches for implementation.

#81-080 Classification & Selection of Instructional Materials to Accommodate Student Learning Styles—Specific examples of materials appropriate to accommodate the learning styles of students.

#81-055 Tell Me About: Learning Styles & Vocational & Technical Education—An explanation complete with examples of the benefits of accommodating learning styles in the vocational and technical setting.

#82-130 Brain Dominance & Learning Styles–Avenues to Understanding—An introduction to the 4 Mat System of learning styles with right/left mode techniques. This filmstrip is designed to develop awareness of the learning style model of Dr. Bernice McCarthy.

#81-094 Tell Me About Learning Styles: An Explanation for Parents—An introduction to the understanding of learning styles, suggestions for the informal observation in the home, and suggested accommodations.

#81-037 Tell Me About: Accommodating the Learning Style of the Gifted Student—A presentation of the Renzulli Triad approach to talented and gifted education with specific references to research findings regarding the learning style of the student exhibiting gifted behavior.

#82-058 Learning Styles & Homework: An Approach for Students—A presentation for students about learning and learning styles; provides suggestions for identifying learning style strengths and application to school and homework.

#83-016 Accommodating Learning Styles: Focusing on Students with Specific Needs—A presentation concerning the learning problems of special needs students; provides suggestions to assist teachers to better understand student strengths and weaknesses.

Handbook: Learning Styles—A Guide to Implementation—Processes, procedures, and techniques for model implementation.

Send orders to: Madison Workshops/Dept. E-W/1379 Grace Street/Mansfield, Ohio 44905

______ #81-077 Research $16.00
______ #81-080 Classification $16.00
______ #81-055 Vocational $16.00
______ #81-094 Parents $16.00
______ #81-037 Gifted $16.00
______ #82-058 Homework $16.00
______ #82-130 Brain Dominance $16.00
______ #83-016 Special Needs $16.00
______ Implementation Guide $8.00

THE TAFT EDUCATIONAL CENTER
Workshops for Creative Teachers

One, two and three week Workshops conducted for teachers to:

develop curricula to meet your needs
study new materials and teaching aids
apply educational theory effectively

Since 1977 the Taft Educational Center has offered to public and independent school teachers the kind of experience that inspires excellence in teaching methods, turning educational theory into practice, and addressing the practical problems of the classroom. The enthusiasm generated by the first institutes for math and science education has grown annually. During the summers of '83, '84, '85, and '86, the Center served 1,550 teachers in 63 different workshops and issued 2,850 graduate credits through the University of Hartford. Since 1977 the program has generated 5,400 graduate credits, a testimony to the Taft Educational Center's reputation as a first rate institution. Over 3,300 teachers, beginning and experienced, have participated in the annually redesigned, ever-growing variety of workshops. For the past three summers 65% of the participants have come from the public sector.

The Taft Educational Center
110 Woodbury Road
Watertown, Connecticut 06795
Telephone: 203-274-2516

I am interested in

☆ **Advanced Placement Institute**
☆ **Computer Education Institute**
☆ **Science & Mathematics Institute**
☆ **Modern Language Institute**
☆ **History Institute**
☆ **Library Science Institute**
☆ **Middle School & Elementary School Institute**
☆ **Special Areas of Education**

Please send further information.

Name ______________________
Address ______________________
Town ______________ State ________ Zip ________

Another CTB area of expertise: Tests for special needs

Easily locate the special tests and teaching materials you need in the Publishers Test Service catalog.

You can depend on the efforts of the CTB McGraw-Hill staff to locate, review, and select only the best tests and classroom materials for you. The offerings of many publishers are constantly being screened for inclusion in our Publishers Test Service catalog. A NEW catalog is printed each August, and a supplement with additional new items and special offers is mailed each January.

☐ **Please rush my FREE copy of the latest Publishers Test Service catalog.**

Publishers Test Service

NAME ______
TITLE ______
SCHOOL ______
ADDRESS ______
CITY ______
STATE ZIP ______

For additional information write or call Dept. AP, CTB McGraw-Hill, 2500 Garden Road, Monterey, CA 93940—800-538-9547 (in California 800-682-9222)

INFORMATION AND SERVICES FOR MORE EFFECTIVE SCHOOLS: ACHIEVEMENT AND APTITUDE TESTS, PROGRAM ASSESSMENT AND EVALUATION, INSTRUCTIONAL MANAGEMENT SYSTEMS, INSTRUCTIONAL SUPPORT MATERIALS, CUSTOMIZED TESTING, TESTS FOR SPECIAL NEEDS

CTB/MCGRAW-HILL

DATABANK

State Education Statistics: Student Performance, Resource Inputs,

STATE	RANK[2]	STUDENT PERFORMANCE: ACT[1] (28 STATES): 1986[3] SCORE (1)	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[4] 1986 (2)	1982 SCORE (3)	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[5] 1982 (4)	SCORE CHANGE 1982-1986 (5)	ACT TEST SCORE IMPROVEMENT NEEDED TO MEET PRESIDENT'S 1990 CHALLENGE[6] (6)	SAT[1] (22 STATES): 1986 SCORE (7)	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[4] 1986 (8)	1982 SCORE (9)	PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[5] 1982 (10)	SCORE CHANGE 1982-1986 (11)	SAT TEST SCORE IMPROVEMENT NEEDED TO MEET PRESIDENT'S 1990 CHALLENGE[6] (12)	GRADUATION RATE ADJUSTED FOR MIGRATION AND UNCLASSIFIED STUDENTS[7] 1985 (13)	1982 (14)	PRESIDENT'S CHALLENGE: GAINS NEEDED TO MEET GOAL OF 90% BY 1990[9] (15)	AVERAGE TEACHER SALARY[8] ESTIMATED 1986 (16)	1982 (17)	PUPIL/ 1986 (18)
ALABAMA	NUMBER (RANK)	18.2 (19)	60.4 (10)	17.2 (26)	55.3 (13)	+1.0 (1)	MET[10]	-	-	-	-	-	-	63.8 (46)	63.4 (44)T	27.0	$22,934 (27)	$15,612 (45)	20.2 (44)
ALASKA	NUMBER (RANK)	18.1 (20)T	37.6 (26)	18.7 (12)T	31.5 (27)	-0.6 (28)	1.9	-	-	-	-	-	-	67.1 (38)	66.3 (41)	22.9	41,480 (1)	31,924 (1)	16.8 (19)T
ARIZONA	NUMBER (RANK)	19.3 (9)T	34.8 (27)	18.7 (12)T	41.2 (28)	+0.6 (7)T	MET[10]	-	-	-	-	-	-	64.5 (40)	63.4 (44)T	25.5	24,680 (22)	19,211 (21)	18.6 (42)
ARKANSAS	NUMBER (RANK)	18.1 (20)T	52.5 (14)T	17.7 (26)	56.3 (11)T	+0.4 (13)	0.5	-	-	-	-	-	-	75.7 (21)	73.4 (23)	14.3	19,538 (49)	14,886 (50)	17.5 (26)T
CALIFORNIA	NUMBER (RANK)	-	-	-	-	-	-	906 (9)	43.3 (21)	899 (4)	38.6 (20)	+5 (21)	53.0	65.8 (39)	68.1 (30)	24.2	29,132 (6)	22,755 (6)	23.1 (50)
COLORADO	NUMBER (RANK)	19.9 (5)T	59.9 (8)	19.6 (5)	66.8 (4)	+0.3 (16)T	MET[10]	-	-	-	-	-	-	72.2 (30)	70.9 (29)	17.8	25,892 (16)	19,577 (17)	18.4 (35)
CONNECTICUT	NUMBER (RANK)	-	-	-	-	-	-	914 (5)	69.3 (1)	896 (6)T	69.1 (1)	+18 (12)	31.0	80.4 (10)	78.6 (31)	9.6	26,610 (13)	18,858 (22)	14.0 (1)
DELAWARE	NUMBER (RANK)	-	-	-	-	-	-	917 (3)	59.6 (7)	897 (5)	55.4 (8)	+20 (8)T	26.0	69.9 (35)	68.2 (34)	20.1	24,624 (23)	19,290 (20)	16.2 (18)T
DIST. OF COLUMBIA	NUMBER (RANK)	-	-	-	-	-	-	852 (19)	55.5 (13)	821 (21)	53.2 (9)	+31 (2)	MET[10]	54.8 (50)	52.8 (51)	35.2	33,990 (2)	24,265 (3)	14.2 (3)
FLORIDA	NUMBER (RANK)	-	-	-	-	-	-	895 (13)	44.4 (20)	889 (9)T	37.5 (21)	+6 (20)	46.0	61.2 (49)	60.2 (49)	28.8	22,250 (33)	16,780 (36)	16.6 (22)T
GEORGIA	NUMBER (RANK)	-	-	-	-	-	-	842 (20)	39.6 (16)	828 (20)	40.1 (15)	+14 (11)	MET[10]	62.4 (46)	65.0 (39)	27.6	22,080 (34)	16,365 (41)	[illegible]
HAWAII	NUMBER (RANK)	-	-	-	-	-	-	880 (18)	50.5 (15)T	857 (18)	47.2 (18)	+23 (3)	41.0	73.8 (26)	74.9 (18)	16.2	25,845 (18)	22,342 (7)	22.6 (50)
IDAHO	NUMBER (RANK)	19.2 (11)T	52.6 (15)	18.9 (10)T	[illegible] (14)	+0.3 (14)T	0.7	-	-	-	-	-	-	76.7 (13)	74.0 (20)	13.3	20,969 (40)	16,401 (40)	[illegible]
ILLINOIS	NUMBER (RANK)	19.1 (14)T	60.2 (6)T	18.6 (16)	67.6 (3)	+0.5 (9)T	0.7	-	-	-	-	-	-	74.0 (25)	76.1 (14)T	16.0	27,190 (9)	21,020 (11)	[illegible]
INDIANA	NUMBER (RANK)	-	-	-	-	-	-	870 (18)	49.5 (18)	860 (17)	47.1 (17)	+10 (13)	32.0	76.4 (16)	71.7 (27)	13.6	[illegible]	[illegible]	[illegible]
IOWA	NUMBER (RANK)	20.6 (1)	36.3 (17)	20.3 (2)	34.5 (15)	+0.3 (16)T	1.4	-	-	-	-	-	-	86.5 (3)	84.1 (2)	3.5	21,690 (37)	18,278 (26)	15.3 (11)
KANSAS	NUMBER (RANK)	19.2 (11)T	60.6 (5)	18.9 (10)T	60.8 (8)T	+0.3 (16)T	0.8	-	-	-	-	-	-	81.4 (9)	80.7 (7)	8.6	22,644 (29)T	16,712 (37)	15.4 (12)
KENTUCKY	NUMBER (RANK)	18.1 (20)T	50.9 (18)	17.5 (23)T	53.7 (16)	+0.6 (7)T	0.3	-	-	-	-	-	-	68.2 (36)	65.9 (38)	21.8	20,940 (41)	17,290 (32)	19.2 (41)
LOUISIANA	NUMBER (RANK)	16.9 (27)	57.5 (9)	16.7 (27)	60.8 (8)T	+0.2 (22)T	1.1	-	-	-	-	-	-	54.7 (51)	61.5 (47)	35.3	20,460 (45)	17,930 (28)	18.6 (36)T
MAINE	NUMBER (RANK)	-	-	-	-	-	-	900 (10)	51.8 (14)	890 (8)	47.6 (15)	+10 (15)T	31.0	78.6 (11)	78.1 (32)	11.4	19,583 (48)	15,105 (46)	14.5 (9)
MARYLAND	NUMBER (RANK)	-	-	-	-	-	-	911 (6)	[illegible] (12)	889 (9)T	[illegible] (12)	+22 (4)T	23.0	77.7 (12)	[illegible]	12.5	[illegible]	[illegible]	[illegible]
MASSACHUSETTS	NUMBER (RANK)	-	-	-	-	-	-	[illegible] (7)	[illegible] (2)	[illegible] (11)T	[illegible] (2)	+21 (6)T	[illegible]	76.3 (17)	76.4 (15)	13.7	[illegible]	[illegible]	[illegible]
MICHIGAN	NUMBER (RANK)	[illegible]	[illegible]	18.7 (12)T	[illegible]	[illegible]	0.9	-	-	-	-	-	-	[illegible]	[illegible]	14.1	[illegible]	[illegible]	[illegible]
MINNESOTA	NUMBER (RANK)	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	1.1	-	-	-	-	-	-	[illegible]	[illegible]	MET	[illegible]	[illegible]	[illegible]
MISSISSIPPI	NUMBER (RANK)	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	MET[10]	-	-	-	-	-	-	[illegible]	[illegible]	28.2	[illegible]	[illegible]	[illegible]
MISSOURI	NUMBER (RANK)	19.2 (11)T	47.9 (21)	18.7 (12)T	45.3 (23)	+0.5 (9)T	0.9	-	-	-	-	-	-	76.1 (18)T	74.2 (21)	13.9	21,974 (35)	16,413 (39)	16.5 (20)T
MONTANA	NUMBER (RANK)	19.8 (7)	51.3 (16)	19.5 (6)	49.5 (20)	+0.3 (14)T	1.3	-	-	-	-	-	-	82.9 (8)	78.7 (9)	7.1	22,482 (31)	17,770 (29)	15.9 (16)T
NEBRASKA	NUMBER (RANK)	20.0 (4)	61.8 (2)	19.9 (4)	73.0 (2)	+0.1 (25)T	0.6	-	-	-	-	-	-	86.9 (2)	81.9 (6)	3.1	20,939 (42)	16,378 (38)	15.0 (8)T
NEVADA	NUMBER (RANK)	19.0 (16)	40.1 (24)	18.3 (18)	44.5 (24)	+0.7 (4)T	0.3	-	-	-	-	-	-	63.9 (42)	64.8 (40)	26.1	25,610 (20)	19,940 (14)	20.0 (43)
NEW HAMPSHIRE	NUMBER (RANK)	-	-	-	-	-	-	935 (1)	61.0 (6)	925 (1)	56.4 (6)	+10 (15)T	37.0	75.2 (22)	77.0 (11)	14.8	20,263 (47)	14,894 (47)	15.9 (16)T
NEW JERSEY	NUMBER (RANK)	-	-	-	-	-	-	[illegible]	[illegible] (3)	[illegible]	[illegible] (3)	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	27,170 (11)	[illegible]	[illegible]
NEW MEXICO	NUMBER (RANK)	17.9 (24)	[illegible]	17.6 (21)T	[illegible]	+0.3 (14)T	[illegible]	-	-	-	-	-	-	[illegible]	[illegible]	18.1	[illegible] (29)T	18,690 (23)	[illegible]
NEW YORK	NUMBER (RANK)	-	-	-	-	-	-	[illegible]	[illegible]	[illegible]	61.4 (4)	[illegible]	[illegible]	[illegible]	[illegible]	27.3	30,678 (3)	23,487 (4)	[illegible]
NORTH CAROLINA	NUMBER (RANK)	-	-	-	-	-	-	836 (21)	[illegible]	[illegible]	46.6 (16)	[illegible]	[illegible]	70.3 (34)	67.1 (36)	19.7	22,795 (30)	[illegible]	[illegible]
NORTH DAKOTA	NUMBER (RANK)	[illegible]	61.2 (4)	[illegible]	[illegible]	+0.7 (4)T	1.1	-	-	-	-	-	-	86.1 (4)	83.9 (3)	3.9	20,816 (43)	17,626 (31)	[illegible]
OHIO	NUMBER (RANK)	19.3 (9)T	46.6 (23)	19.0 (9)	49.2 (21)	+0.3 (16)T	0.7	-	-	-	-	-	-	76.1 (18)T	77.5 (10)	13.9	24,500 (26)	18,550 (25)	18.3 (34)
OKLAHOMA	NUMBER (RANK)	17.8 (25)	48.1 (20)	17.6 (21)T	51.4 (18)T	+0.2 (22)T	0.9	-	-	-	-	-	-	71.1 (33)	70.8 (30)	18.9	21,419 (39)	16,210 (43)	16.6 (22)T
OREGON	NUMBER (RANK)	-	-	-	-	-	-	930 (2)	46.0 (19)	908 (2)	41.7 (19)	+22 (4)T	8.0	72.7 (29)	72.4 (25)T	17.3	25,788 (19)	20,305 (12)	18.2 (33)
PENNSYLVANIA	NUMBER (RANK)	-	-	-	-	-	-	894 (16)	54.4 (11)	885 (13)	51.4 (10)	+9 (17)T	32.0	77.2 (14)	76.0 (16)	12.8	25,853 (17)	19,482 (18)	16.6 (22)T
RHODE ISLAND	NUMBER (RANK)	-	-	-	-	-	-	898 (11)T	58.7 (9)	877 (14)	60.7 (5)	+21 (6)T	29.0	67.6 (37)	72.7 (24)	22.4	29,470 (5)	21,659 (8)	15.1 (10)
SOUTH CAROLINA	NUMBER (RANK)	-	-	-	-	-	-	826 (22)	[illegible] (17)	790 (22)	48.5 (16)	+36 (1)	MET[10]	62.4 (47)	63.8 (42)	27.6	21,570 (38)	[illegible] (44)	[illegible]
SOUTH DAKOTA	NUMBER (RANK)	19.9 (5)T	61.9 (1)	19.1 (8)	61.7 (7)	+0.8 (2)T	0.7	-	-	-	-	-	-	85.1 (5)	82.7 (5)	4.9	18,095 (51)	14,717 (48)	[illegible]
TENNESSEE	NUMBER (RANK)	18.0 (23)	[illegible]	17.5 (23)T	[illegible]	+0.5 (9)T	0.3	-	-	-	-	-	-	64.1 (41)	67.8 (35)	25.9	21,800 (36)	16,203 (42)	[illegible]
TEXAS	NUMBER (RANK)	-	-	-	-	-	-	877 (17)	[illegible] (22)	868 (16)	32.4 (22)	+9 (17)T	44.0	63.2 (43)	63.6 (43)	26.8	25,160 (21)	17,582 (30)	[illegible]
UTAH	NUMBER (RANK)	19.1 (14)T	61.7 (3)	18.4 (17)	66.0 (5)	+0.7 (4)T	0.6	-	-	-	-	-	-	[illegible]	75.0 (17)	14.1	22,341 (32)	18,106 (27)	[illegible]
VERMONT	NUMBER (RANK)	-	-	-	-	-	-	916 (4)	61.8 (5)	904 (3)	54.2 (7)	+12 (14)	19.0	83.6 (7)	79.6 (8)	6.6	20,325 (46)	14,715 (49)	14.1 (2)
VIRGINIA	NUMBER (RANK)	-	-	-	-	-	-	908 (8)	58.9 (8)	888 (11)T	51.0 (11)	+20 (8)T	11.0	73.7 (27)	73.8 (22)	16.3	23,382 (26)	17,008 (34)	16.9 (25)
WASHINGTON	NUMBER (RANK)	-	-	-	-	-	-	-	-	-	-	-	-	74.9 (23)	76.1 (14)T	15.1	26,015 (15)	22,954 (5)	20.7 (48)
WEST VIRGINIA	NUMBER (RANK)	17.7 (26)	47.5 (22)	17.4 (25)	48.5 (22)	+0.3 (14)T	1.1	-	-	-	-	-	-	72.8 (28)	66.3 (37)	17.2	20,627 (44)	17,129 (33)	15.7 (13)
WISCONSIN	NUMBER (RANK)	20.5 (2)	38.8 (25)	20.4 (1)	32.0 (26)	+0.1 (25)T	0.2	-	-	-	-	-	-	84.0 (6)	83.1 (4)	6.0	26,525 (14)	19,387 (19)	16.5 (20)T
WYOMING	NUMBER (RANK)	19.7 (8)	55.6 (12)	19.2 (7)	52.2 (17)	+0.5 (9)T	0.9	-	-	-	-	-	-	76.3 (24)	72.4 (25)T	15.7	27,224 (8)	21,249 (9)	14.4 (4)
U.S. AVERAGE	NUMBER	18.8	-	18.4	-	+0.4	0.5	906	-	893	-	+13	31.0	70.6	69.7	19.4	$25,313	$19,274	[illegible]

FOOTNOTES FOR THIS CHART ARE ON PAGE 19

Reforms, and Population Characteristics, 1982 and 1986

	RESOURCE INPUTS									STATE REFORMS						POPULATION CHARACTERISTICS				
	TEACHER [illegible][10]	PUPIL/STAFF RATIO[11] (TEACHERS AND OTHER EMPLOYEES)		FEDERAL FUNDS AS PERCENT OF SCHOOL REVENUES		CURRENT EXPENDITURES PER PUPIL		EXPENDITURES AS PCT. OF INCOME PER CAPITA		MINIMUM COMPETENCY TESTING FOR GRADE LEVEL PROMOTION[12]	MINIMUM COMPETENCY TESTING FOR GRADUATION?[13] (FIRST GRADUATING CLASS SUBJECT TO TESTING STANDARDS)	STATE INTERVENTION IN ACADEMICALLY BANKRUPT DISTRICTS AND YEAR IMPLEMENTED?[14]	PERFORMANCE BASED TEACHER INCENTIVES IN STATE?[15]	ALTERNATIVE TEACHER CERTIFICATION OFFERED IN STATE?[16]	NEW TEACHERS REQUIRED TO TAKE NTE, STATE OR OTHER CERTIFICATION EXAM AND YEAR IMPLEMENTED?[17]	PER CAPITA INCOME 1985	PERCENT POVERTY AGES 5-17 1980	MINORITY PERCENT OF ENROLLMENT 1985	HANDICAPPED PERCENTAGE OF ENROLLMENT[18] 1986	
STATE	1982 (19)	1986 (20)	1982 (21)	1985 (22)	1982 (23)	1985 (24)	1982 (25)	1985 (26)	1982 (27)	(28)	(29)	(30)	(31)	(32)	(33)	(34)	(35)	(36)	(37)
ALABAMA	21.7 (46)T	11.9 (49)	18.9 (46)	12.5 (5)	14.9 (2)	$2,325 (50)	$2,063 (43)	21.8 (43)	23.4 (29)	NO	1985	NO	CL	PR	STATE (1981)	$10,673 (46)	23.1 (3)T	36.0 (12)T	12.5 (10)T
ALASKA	16.0 (9)	8.0 (1)	8.1 (2)	8.2 (17)	7.5 (26)	7,043 (1)	6,312 (1)	43.1 (1)	36.5 (1)	NO	-	NO	CL	-	-	18,187 (1)	11.4 (38)	26.0 (20)T	11.1 (21)T
ARIZONA	19.6 (36)	10.2 (41)	10.1 (33)	8.9 (13)	9.3 (16)	2,724 (41)	2,462 (33)	21.5 (46)	27.4 (25)T	YES	1976	NO	-	PR	STATE (1980)	12,795 (29)	15.6 [illegible]	38.0 (10)	9.6 (42)T
ARKANSAS	18.4 (28)	9.3 (23)	9.9 (27)T	12.0 (6)	14.9 (2)T	2,393 (48)	1,861 (50)	22.5 (38)	21.2 (42)	NO	-	YES (1984)	TI/OT	PR	NTE (1983)	10,476 (49)	22.7 (5)	26.0 (20)T	10.0 (27)
CALIFORNIA	22.9 (50)	11.2 (48)	10.6 (41)T	7.9 (18)T	9.3 (15)	3,286 (27)	2,671 (27)	20.3 (50)	20.2 (49)	YES	1979	NO	TI	IA	STATE (1982)	16,065 (6)	16.2 (22)	40.0 (5)	8.0 (47)
COLORADO	18.7 (29)	9.5 (26)T	9.9 (27)T	4.7 (41)T	5.3 (38)T	3,697 (17)	2,914 (17)	25.0 (29)	23.0 (31)	NO	-	NO	TI/CL	PR	STATE (1983)	14,812 (10)	10.8 (40)T	23.0 (23)	8.7 (46)
CONNECTICUT	15.0 (1)T	12.2 (47)	9.2 (11)T	3.8 (50)	4.9 (45)T	4,738 (4)	3,188 (9)	26.2 (17)T	22.4 (34)T	NO	-	NO	TI	PR	STATE (1985)	18,089 (3)	10.4 (44)	19.0 (27)	14.2 (5)
DELAWARE	17.8 (22)T	9.0 (19)	9.5 (17)T	7.0 (20)	10.4 (12)	4,184 (9)	3,198 (8)	29.3 (10)	27.1 (10)	NO	1981	NO	CL/TI	-	OTHER (1983)	14,272 (14)	14.6 (20)	29.0 (18)	16.5 (2)
DIST. OF COLUMBIA	18.5 (25)T	8.3 (5)T	9.0 (8)T	11.7 (7)	13.1 (6)	4,571 (5)	3,792 (3)	25.2 (27)	25.3 (18)	NO	1983	NO	TI/CL	PR	-	18,168 (2)	26.3 (2)	96.0 (1)	8.1 (50)
FLORIDA	19.9 (37)T	8.7 (12)T	9.5 (17)T	7.6 (22)	8.4 (20)T	3,238 (29)	2,443 (34)	23.6 (35)	21.7 (39)	YES	1983	NO	SI/CL	PR	STATE (1980)	13,742 (20)	17.7 (16)	32.0 (16)	11.1 (21)T
GEORGIA	[illegible]	9.0 (38)T	10.5 (38)	8.5 (15)T	10.7 (11)	2,687 (42)	2,019 (46)	21.2 (47)T	20.4 (47)T	YES	1985	YES (1986)	CL	PR	STATE (1980)	12,345 (32)	19.5 (9)	37.0 (11)	8.6 (40)
HAWAII	[illegible]	9.6 (28)T	10.0 (41)T	10.0 (9)	11.7 (9)	3,468 (23)	2,862 (20)	25.1 (28)	24.3 (23)	NO	1983	NO	-	-	NTE (1986)	13,814 (18)	11.7 (36)	77.0 (2)	7.3 (51)
IDAHO	[illegible]	13.0 (48)	12.3 (50)	7.7 (21)	8.2 (24)	2,401 (45)	1,999 (45)	21.6 (45)	20.0 (43)T	NO	1982	NO	OT	-	-	11,120 (42)	15.6 (26)	2.0 (45)T	9.0 (44)T
ILLINOIS	[illegible] (25)T	[illegible] (40)	11.0 (47)	4.8 (40)T	4.8 (46)T	[illegible]	[illegible] (15)	[illegible] (36)	23.6 (25)T	NO	-	NO	TI	-	STATE (1988)	14,738 (11)	[illegible] (23)	35.0 (14)	13.5 (3)T
INDIANA	[illegible]	9.5 (46)T	10.0 (36)	5.3 (46)T	6.1 (38)	[illegible]	[illegible]	[illegible] (20)T	[illegible] (36)T	NO	-	NO	TI	-	NTE (1985)	12,446 (33)	[illegible]	13.0 (33)T	[illegible]
IOWA	16.3 (11)T	8.3 (5)T	9.0 (8)T	4.8 (40)	5.2 (41)T	3,639 (24)	2,874 (19)	27.3 (16)	26.6 (16)T	NO	-	NO	-	-	-	12,594 (31)	10.8 (40)T	4.0 (48)	11.6 (16)T
KANSAS	15.7 (5)T	8.8 (15)T	8.5 (4)	4.9 (38)T	5.3 (38)T	3,560 (28)	2,815 (21)	25.8 (23)T	23.8 (25)T	NO	-	NO	TI	PR	OTHER (1986)	13,775 (19)	10.7 (43)	12.0 (35)	10.0 (35)T
KENTUCKY	20.8 (43)	9.8 (31)	10.8 (41)T	12.0 (3)	14.3 (4)	2,390 (46)	1,906 (47)	22.1 (41)	20.6 (45)T	YES	-	YES (1984)	CL	-	NTE (1985)	10,824 (45)	21.2 (7)	11.0 (36)T	11.4 (19)
LOUISIANA	19.6 (34)	9.1 (20)	9.3 (13)	10.4 (10)	9.6 (14)	2,905 (37)	2,390 (30)	25.8 (23)T	23.8 (20)	YES	-	NO	CL/SI	PR	NTE (1978)	11,274 (39)	25.1 (3)T	44.0 (6)	9.7 (48)
MAINE	20.1 (40)	8.9 (17)T	11.4 (44)	6.2 (26)T	7.9 (25)	3,024 (35)	2,221 (41)	25.4 (26)	23.2 (30)	NO	-	NO	CL/OT	PR	NTE (1988)	11,887 (37)	15.1 (18)T	1.0 (50)T	15.5 (6)
MARYLAND	[illegible]	9.4 [illegible]	9.7 (21)T	5.6 (38)	6.8 (30)	[illegible] (10)	[illegible] (7)	[illegible] T	[illegible]	NO	1982	NO	[illegible]	PR	-	[illegible] (8)	[illegible]	[illegible] (8)	[illegible] (7)T
MASSACHUSETTS	[illegible]	8.6 (10)T	9.2 (11)T	5.3 (38)	5.2 (41)T	[illegible] (11)	[illegible] (11)	25.4 (20)T	23.4 (22)	NO	-	NO	TI	IA	OTHER (86)	16,380 (3)	12.3 (33)	11.0 (35)T	16.0 (1)
MICHIGAN	[illegible]	10.0 (37)T	11.0 (48)	5.7 (41)T	5.8 (37)	[illegible] (13)	[illegible] (10)	[illegible] (13)	28.3 (7)	NO	-	NO	-	-	-	[illegible] (21)	12.4 (32)	21.0 (26)	9.6 (41)
MINNESOTA	[illegible]	10.0 (39)T	9.9 (27)T	4.3 (46)T	5.7 (42)	[illegible] (18)	[illegible] (12)	26.1 (19)T	[illegible] (10)	NO	-	NO	TI	-	-	[illegible] (15)	9.0 (48)	2.0 (45)T	11.6 (16)T
MISSISSIPPI	[illegible]	8.8 (6)T	9.7 (21)T	16.5 (1)	18.3 (1)	[illegible] (48)	[illegible] (51)	23.7 (33)	21.6 (40)T	NO	1987	NO	TI	PR	NTE (1977)	9,187 (51)	30.6 (1)	51.0 (4)	11.3 (20)
MISSOURI	17.0 (15)	8.8 (15)T	8.9 (7)	7.2 (23)	8.4 (20)T	2,958 (36)	2,342 (37)	22.3 (40)	21.6 (40)T	NO	-	NO	CL	PR	OTHER (1988)	13,244 (25)	14.0 (24)T	18.0 (28)	12.5 (10)T
MONTANA	16.3 (11)T	12.1 (46)	9.9 (27)T	8.6 (14)	6.9 (27)T	3,847 (16)	2,998 (16)	33.1 (3)	29.8 (4)	NO	-	NO	-	-	NTE (1986)	10,974 (43)	12.7 (30)	15.0 (30)T	10.0 (35)T
NEBRASKA	15.7 (5)T	8.6 (10)T	8.8 (5)T	6.8 (25)	6.9 (27)T	3,471 (22)	2,706 (24)	26.1 (19)T	26.7 (21)	NO	-	NO	CL	-	OTHER (1989)	13,281 (24)	11.6 (37)	8.0 (41)T	11.5 (18)
NEVADA	21.1 (48)	17.5 (51)	13.0 (49)	5.4 (34)	5.0 (44)	2,829 (40)	2,424 (35)	19.5 (51)	19.5 (50)	NO	1982	NO	-	-		14,488 (13)	9.4 (49)	22.0 (24)T	9.2 (44)T
NEW HAMPSHIRE	16.8 (13)T	9.5 (26)T	10.4 (36)T	4.9 (38)T	4.5 (48)T	3,271 (25)	2,509 (31)	21.9 (42)	21.9 (37)T	YES	-	NO	TI	IA	NTE (1965)	14,964 (9)	8.9 (50)	2.0 (49)	10.0 (35)T
NEW JERSEY	[illegible] (3)	8.1 (4)	8.8 (5)T	4.3 (45)T	4.9 (45)T	[illegible] (3)	3,676 (4)	[illegible] T	26.8 (12)T	NO	1985	YES[a] (1976)	TI	PR	NTE (1985)	17,211 (6)	13.3 (27)	30.0 (17)	15.3 (3)
NEW MEXICO	[illegible] (30)T	10.0 (37)T	9.0 (30)T	12.7 (4)	11.3 (10)	[illegible] (32)	2,785 (25)	28.9 (12)	[illegible] T	NO	1981	NO	-	PR	NTE (1985)	[illegible] (44)	21.7 (6)	55.0 (3)	10.6 (29)T
NEW YORK	17.4 (21)	8.0 (7)	9.3 (17)T	5.0 (37)	5.9 (34)	6,492 (2)	4,288 (2)	30.2 (4)	33.3 (2)	NO	1979	NO	TI	-	NTE (1984)	16,050 (7)	17.9 (14)	36.0 (12)T	11.0 (24)T
NORTH CAROLINA	19.0 (37)T	9.9 (32)T	10.6 (38)T	9.2 (12)	11.0 (7)	[illegible] (43)	2,107 (42)	22.6 (37)T	[illegible] (35)	NO	1980	NO	CL	PR	NTE (1964)	11,617 (38)	17.8 (15)	30.0 (15)	10.5 (31)T
NORTH DAKOTA	[illegible] T	8.7 (12)T	9.7 (21)T	6.0 (15)T	5.6 (40)T	3,218 (30)	[illegible] (23)	26.6 (16)	[illegible] (16)	NO	-	NO	-	-	-	12,052 (36)	15.0 (20)T	6.0 (41)T	10.0 (35)T
OHIO	19.7 (35)	9.9 (32)T	10.6 (36)T	5.1 (36)	6.3 (31)T	3,257 (26)	2,492 (32)	24.6 (30)T	22.9 (32)	YES	1990	YES (1983)	CL	-	-	13,226 (26)	12.2 (34)	16.0 (29)	11.1 (21)T
OKLAHOMA	17.2 (17)T	8.9 (17)T	9.8 (24)T	6.5 (27)	9.2 (17)	2,850 (39)	2,673 (26)	23.3 (36)	23.5 (28)	NO	-	NO	TI	PR	STATE (1982)	12,232 (34)	15.1 (18)T	24.0 (22)	11.0 (24)T
OREGON	20.3 (41)	9.6 (28)T	9.6 (20)	6.2 (28)T	6.9 (27)T	3,889 (12)	3,299 (6)	30.8 (7)T	31.3 (3)	NO	1978	NO	TI	PR	OTHER (1985)	12,622 (30)	10.8 (40)T	10.0 (39)T	10.4 (31)T
PENNSYLVANIA	17.3 (19)T	9.2 (21)T	9.4 (14)T	4.6 (43)T	5.3 (38)T	4,237 (8)	3,050 (12)	31.5 (6)	26.8 (12)T	NO	-	NO	TI	IA	-	13,437 (23)	13.2 (28)	15.0 (30)T	12.0 (12)
RHODE ISLAND	16.1 (10)	9.6 (28)T	9.9 (27)T	4.5 (45)T	5.1 (43)	4,285 (7)	3,040 (13)	30.8 (7)T	27.0 (11)	NO	-	NO	TI	-	-	13,906 (16)	12.6 (31)	11.0 (36)T	14.4 (4)
SOUTH CAROLINA	[illegible] (38)	9.9 (32)T	10.6 (36)T	10.1 (11)	10.1 (13)	[illegible] (44)	[illegible] (46)	[illegible] (32)T	[illegible] (37)T	YES	1990	YES (1988)	TI/SI	PR	NTE (1982)	10,586 (47)	20.7 (8)	41.0 (9)	11.9 (13)
SOUTH DAKOTA	15.8 (7)	8.5 (8)T	9.0 (8)T	15.0 (2)	11.0 (8)	2,892 (38)	2,300 (39)	25.9 (21)T	26.0 (24)	NO	-	NO	-	PR	NTE (1986)	11,161 (41)	16.6 [illegible]	7.0 (43)T	11.0 (24)T
TENNESSEE	20.9 (42)	10.4 (42)	10.6 (36)T	11.6 (8)	13.2 (5)	2,363 (47)	1,895 (48)	21.0 (49)	20.4 (45)T	YES	1982	NO	CL	-	NTE (1981)	11,243 (40)	20.2 (10)	22.0 (24)T	11.7 (15)
TEXAS	18.4 (26)	13.5 (49)	9.4 (14)T	6.6 (26)	8.6 (19)	3,005 (34)	2,229 (40)	22.6 (37)T	19.1 (51)	NO	1987	YES (1984)	CL	IA	STATE (1986)	13,483 (22)	18.6 (12)	45.0 (7)	9.6 (42)T
UTAH	27.6 (51)	15.7 (50)	14.2 (51)	3.9 (50)	6.3 (31)T	2,020 (51)	1,872 (49)	21.2 (47)T	20.0 (43)T	NO	1988	NO	CL	-	-	10,493 (48)	9.8 (46)	7.0 (43)T	10.4 (31)T
VERMONT	15.3 (4)	7.6 (2)	8.2 (3)	5.7 (31)	5.7 (36)	3,651 (19)	2,793 (22)	30.1 (9)	28.2 (8)	YES	1981	NO	TI	-	-	12,117 (35)	13.0 (29)	1.0 (50)T	11.8 (14)
VIRGINIA	17.8 (22)T	9.2 (21)T	9.8 (24)T	7.0 (24)	8.4 (20)T	3,155 (31)	2,384 (36)	21.7 (44)	20.4 (47)T	NO	1981	NO	CL/TI	PR	NTE (1980)	14,542 (12)	16.4 (21)	28.0 (19)	10.6 (29)T
WASHINGTON	21.7 (46)T	11.7 (44)	12.3 (48)	5.5 (33)	6.0 (33)	3,723 (16)	2,658 (28)	26.8 (15)	22.0 (36)	NO	-	NO	CL/OT	-	STATE (NA)	13,876 (17)	10.3 (45)	14.0 (32)	9.1 (46)
WEST VIRGINIA	17.3 (19)T	8.7 (12)T	9.4 (14)T	7.9 (18)T	8.7 (18)	3,244 (28)	2,593 (29)	31.8 (5)	28.5 (5)T	NO	-	NO	TI	-	STATE (1985)	10,193 (50)	18.2 (13)	5.0 (47)	13.0 (9)
WISCONSIN	17.2 (17)T	9.9 (32)T	10.0 (32)	4.6 (43)T	5.8 (35)	3,816 (15)	2,935 (16)	29.0 (11)	26.6 (14)T	YES	-	NO	CL/TI	-	-	13,154 (28)	9.6 (47)	11.0 (36)T	9.9 (39)
WYOMING	15.0 (1)T	7.2 (1)	8.0 (1)	3.3 (51)	3.2 (51)	4,799 (3)	3,417 (5)	36.3 (2)	27.7 (9)	NO	-	NO	-	-	-	13,223 (27)	7.5 (51)	10.0 (39)T	10.4 (31)T
U.S. AVERAGE	18.0	9.6	10.0	6.5	7.6	$3,449	$2,726	24.9	23.6	-	-	-	-	-	-	$13,867	15.3	29.0	11.0

SOURCE: U.S. DEPARTMENT OF EDUCATION

3/4/87 R4800-2

EDUCATION WEEK

American Education's Newspaper of Record / $2.00 Volume VI, Number 23 · March 4, 1987 © 1987 Editorial Projects in Education

President Supports Efforts To Educate Students on AIDS

Insists That Courses Stress Chastity, Family Values

By Debra Viadero

WASHINGTON—President Reagan has decided to lend his support to AIDS-education efforts in the schools—provided they stress teaching children to avoid sex before marriage, according to an internal White House memorandum made public last week.

The memorandum, which details the President's position on an "aggressive federal effort" to educate the public about the disease, was presented on Feb. 11 to the Domestic Policy Council, an interagency body that helps coordinate federal policies. It was released to the press last week by sources in the Congress.

See stories on instructional materials on AIDS on Page 21

Signed by Attorney General Edwin Meese 3rd, the memorandum urges that any educational campaign emphasize "responsible sexual behavior—based on fidelity, commitment, and maturity, placing sexuality within the context of marriage."

The statements were seen by many here as the first indication that Mr. Reagan had taken a personal hand in plotting a federal strategy to combat the AIDS epidemic.

For months, his public silence on the issue has attracted criticism. And last week, members of the National Academy of Sciences panel that issued a far-reaching report on AIDS in October said the President's new involvement may be, as one put it, "too

Continued on Page 22

Also in the news

5 **Educators See More Interest In International Curriculum**

The school-reform movement and a growing concern over foreign economic competition seem to be raising interest in International Baccalaureate programs.

7 **Sen. Chaffee Plans Bill To Study Threat of Radon Gas in Schools**

The radioactive gas is more likely to be found in homes, experts say, and should pose less of a problem than asbestos because it is easier to control.

15 **Administration Defends Plans To Cut School-Lunch Program**

Supporters of the program call proposed cuts a "breach of faith" and predict the reductions would force 10,000 to 15,000 schools to stop serving meals.

AP/WIDE WORLD PHOTOS

Govs. Michael N. Castle of Delaware (left) and Bill Clinton of Arkansas chat during the National Governors' Association's meeting in Washington last week.

Governors Anticipate Major Role For Education in Work Initiative

By Lynn Olson

WASHINGTON—The National Governors' Association sent out strong signals last week that its new initiative on jobs and economic development would include a continued emphasis on education.

Education "is still at the center of so much of what we need to do in the country," said Gov. Bill Clinton of Arkansas, the current N.G.A. chairman, at the association's winter meeting here.

"I'm going home to face the issue of paying for reforms" previously enacted, he said.

Last year, seven N.G.A. task forces examined school-reform issues under the leadership of former Gov. Lamar Alexander of Tennessee, then chairman of the association. Their work culminated in August, with the release of the 173-page study, *Time for Results: The Governors' 1991 Report on Education*.

This year, Governor Clinton has established similar task forces on the topic of "Making America Work." One task force is examining jobs, growth, and competitiveness; five others are focusing on barriers to work. The latter include panels on school dropouts, teen-age pregnancy, alcohol- and drug-abuse, adult illiteracy, and welfare prevention.

Governor Clinton said that, while his initiative is not a follow-up to the *1991 Report*, "it is a definite outgrowth of our commitment to education."

The task forces, he said, will be focusing primarily on prevention strategies, in which schools play a major role.

He predicted that the panels' final report, to be released at the N.G.A.'s summer meeting, would call on schools to expand their work with "at risk" children in the early grades, increase foreign-language and global-studies offerings, and create alternative programs for high-school dropouts.

Alicia Smith, staff director for the N.G.A.'s committee on human resources, said that each of the panels probably would have some recommendations pertinent to school-

Continued on Page 23

'Backlash' Seen in Views on Child Abuse

By Debra Viadero

When the young Sigmund Freud published a paper in 1896 tracing the emotional disturbance of a female patient to early sexual abuse, the reaction in the Vienna medical community was so adverse that he was forced to retract it.

Today, almost a century later, the movement to recognize, treat, and prevent child sexual abuse may be entering a similar, if more informed, period of skepticism, some specialists say.

Despite a decade of widespread discussion of the problem—and a growing body of scientific evidence indicating its dimensions—experts say that a countermovement has begun.

"What is happening here is a backlash," said Dr. David L. Corwin, a child psychiatrist in Orinda, Calif. "It's reminiscent of that earlier suppression and re-suppression that started with Freud."

In schools, the "backlash" can be seen, educators say, in intensifying efforts to protect teachers from unwarranted abuse charges.

In Missouri, for example, legislators are pushing a bill that would give superinten-

Continued on Page 27

Efforts To Reform Welfare Program Gain Momentum

Plans Stress Job Training And Remedial Education

By William Montague

WASHINGTON—The drive to reform the welfare system picked up steam last week as several groups, including the White House and the nation's governors, unveiled proposals aimed at moving welfare recipients off the public rolls and into the workplace.

In a surprise move, President Reagan quickly endorsed at least part of the governors' plan, even as his staff prepared to send their own proposal to Capitol Hill.

Leaders in the House and Senate, in turn, said they were close to agreement on a reform plan that would increase federal funding for education and job-training and placement efforts for welfare clients.

"The momentum is building," declared Representative Harold Ford, Democrat of Tennessee. Mr. Ford, chairman of a key House welfare subcommittee, and his Senate counterpart, Daniel P. Moynihan of New York, are preparing legislation that would make major changes in Aid to Families with Dependent Children, the largest of the federal benefit programs for the poor.

Conservatives, too, entered the policy debate, as a task force of scholars sponsored by the American Enterprise Institute released a report calling for tougher work requirements for those on welfare and an increased emphasis on private solutions to the problems of poverty.

While all the current proposals agree on

Continued on Page 25

Lotteries' Promises Clouded by Problems In Number of States

By William Snider

States lotteries, long welcomed by educators as a potential source of extra funding for public schools, are raising increasingly difficult issues as they become much-needed revenue producers in a growing number of states.

Voters in five states—Florida, Idaho, Kansas, Montana, and South Dakota—approved measures last November authorizing lotteries. Those states, added to the 22 already operating lotteries, bring the proportion of states sponsoring such games to more than half for the first time in this century.

This year, similar referendums are likely in at least three states—Indiana, Virginia, and Wisconsin.

But while lawmakers frequently vow to earmark lottery proceeds for education, numerous studies have shown that the contests have not produced a windfall for the schools. *(See Education Week, Sept. 18, 1985.)*

Continued on Page 22

IN SUMMARY

A Call To Overhaul
North Carolina's efforts to attract new teachers "will be doomed to failure" unless the state's schools undergo a thorough reorganization, a panel of business and education leaders argues. **Story on Page 6.**

Drugs in Schools: Good News, Bad News
Illicit drug use by high-school seniors has again begun to decline, an annual survey finds, but increased smoking of cocaine is called a "sobering counterweight" to the progress. **Story on Page 9.**

A Matter of Relativity
College tuition has increased sharply in recent years, but a higher-education group's report says that other consumer expenses, such as housing and medical care, have risen more rapidly. **Story on Page 10.**

Sharing the Wealth
About 80 percent of the revenue "windfall" collected by the states as a result of last year's federal tax-revision law will go back to taxpayers, not to new programs, a study finds. **Story on Page 13.**

School-Finance Reform
A legislative commission has called for an overhaul of the Michigan school-finance system because it has failed to eliminate inequities in the distribution of state aid. **Story on Page 13.**

A Question of Quotas
The U.S. Supreme Court has ruled that federal judges may order school boards and other public agencies to follow racial quotas in making promotions. **Story on Page 15.**

Appointments 30
Commentary .... 28 & 36
Curriculum 4
Deadlines 30
Events 30
Letters 29
Marketplace 31
New in Print 29
State Capitols 13
Washington 15

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 23.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Bill Montague, Marleen Nienhuis
Blake Rodman, Robert Rothman
William Snider, Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

COPY EDITOR
Tricia Furniss

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTORS
Carol Maloney, Susan B. Schafer

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

ADMINISTRATIVE ASSISTANTS
Julia Woltman, Molly McSherry

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subcription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

Two Civil-Rights Bills Are Given High Priority

Enacting two major pieces of civil-rights legislation will be among the top priorities of the 100th Congress, according to a bipartisan coalition of key lawmakers and more than 200 civil-rights organizations.

One proposed bill, the "civil-rights restoration act," would extend the anti-discrimination provisions of the four major federal civil-rights statutes to entire institutions, rather than limit them to the specific programs that receive federal funding.

The need for such a bill became apparent in 1984, civil-rights leaders said at a Feb. 20 news conference in Washington, after the U.S. Supreme Court ruled in *Grove City College* v. *Bell* that the language of the current laws limits their coverage to individual programs.

A similar bill has stalled in the Congress for the past two years because of disagreements over amendments attached to it—in particular, one that would overturn a provision requiring institutions to treat abortions as medical disabilities.

The second bill proposed by the coalition would give the Department of Housing and Urban Development greater powers to enforce housing-discrimination statutes by allowing the agency to file complaints before independent adjudicators with the power to impose sanctions on violators.

Currently, HUD may only attempt to mediate discrimination conflicts, and potential renters or buyers are responsible for taking their complaints to federal court if the mediation process fails.

NATIONAL

Half of All Children Moved in 5-Year Period

About half of all children between the ages of 5 and 14 changed residences during the five years preceding the 1980 census, and about 10 percent of them moved across state lines, according to a report by the U.S. Education Department's Center for Education Statistics.

The high mobility rate—found in each of the past three decennial censuses—has resulted in, among other things, pressures for school closings in older neighborhoods and demands for additional schools and teachers in the new ones, notes the report, the 1986 edition of "The Condition of Education."

The annual report, which is mandated by the Congress, contains data on a wide range of educational topics and is compiled from the department's own studies and from other sources. Topics include public-school enrollments, supply and demand for teachers, assessments of student achievement, and financial-aid awards for college students.

Unlike previous editions, the 1986 report includes a set of 45 education indicators. They provide, in a concise form, statistical information on student outcomes, including the relationship of results to the pertinent characteristics of schools and the context in which they function, said the center's director, Emerson J. Elliott.

The report is available for $13 from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

N.A.A.C.P. Suit Asks Return of Fee Awards

The National Association for the Advancement of Colored People has filed suit against four lawyers formerly employed by the organization in an attempt to recover legal fees awarded by courts in several school-desegregation and employment-discrimination cases.

The Congress enacted legislation in 1976 that allows federal judges to order the losing parties in civil-rights cases to pay the legal expenses of the winners. The four lawyers retained slightly more than $2 million in court awards that rightfully belong to the N.A.A.C.P., the suit charges.

"We are taking this action with the greatest reluctance," said William H. Gibson, chairman of the N.A.A.C.P.'s governing board. "But given the fact that our efforts to reach an agreement with our former colleagues, which have extended over two years, have proven unfruitful, we have been left with no alternative."

The suit names two former general counsels for the association, Thomas I. Atkins and Nathaniel R. Jones, and two former staff lawyers, Teresa R. Demchak and William H. Wells. Mr. Jones is currently a judge on the U.S. Court of Appeals for the Sixth Circuit.

Attempts to reach the four lawyers last week for comment were unsuccessful. Mr. Jones and Mr. Atkins have in the past publicly denied that they acted improperly in retaining the fees.

Task Force Proposes National Tuition Plan

A nationwide program to enable parents to prepay their children's college tuition would help families meet the rising cost of higher education, a task force appointed by the National Association of Independent Colleges and Universities has concluded.

Noting that several states are considering such a plan and that the Michigan legislature has enacted one that covers its state universities, the task force reported that only a national program would allow families to choose from among a wide range of institutions, including independent colleges.

Such a program should supplement, not supplant, existing student-aid programs, the panel concluded, and should be structured to receive tax incentives or matching grants from the federal and state governments.

The group's report, issued at NAICU's annual conference last month, will be included in a larger study, expected to be completed by the fall, of ways to help middle-income families pay for college.

STATES

Dropout Rate in Texas Estimated at One-Third

One out of three Texas students who entered the 9th grade in 1982 had dropped out by the end of the 1985-86 school year, a study commissioned by the legislature has found.

Approximately 86,000 students, or 33 percent of the class studied, quit high school during the four-year period, according to the report, which was authorized in 1984 as part of the state's far-ranging school-reform law.

The researchers noted that dropout rates varied dramatically among racial and ethnic groups. The proportions were: American Indians and Alaskan Natives, 51 percent; Hispanics, 45 percent; blacks, 36 percent; Asians, 34 percent; and whites, 27 percent.

The study by the Intercultural Development Research Association of San Antonio also found that:

- Thirty percent of those who dropped out between 1982 and 1986 had completed fewer than nine years of schooling.
- Nearly half of the Hispanic dropouts had completed fewer than nine years of schooling, compared with 18 percent of white and black dropouts.
- Two out of five black dropouts ages 16 to 19 were unemployed, compared with one out of four Hispanic and one out of five white dropouts in that age group.

Court Denies Injunction In Va. Spanking Dispute

The Virginia Supreme Court has turned down the state's request for a temporary injunction blocking a Mennonite home for the mentally retarded from administering spankings to discipline its residents.

Although Virginia law prohibits the use of corporal punishment in schools and other state-licensed institutions, a county judge ruled this year that the Faith Mission Home could operate free of state licensing requirements. The decision cited a

North Carolina Business Leaders, Educators Urge School Overhaul

By Lynn Olson

The basic structure of North Carolina's schools must be "overhauled" to ensure their "smooth and orderly operations" and attract high-quality personnel, according to a joint study by state business leaders and educators.

In a report released late last month, the Public School Forum of North Carolina cited as key "trouble spots" for teachers and administrators the system's overlapping job responsibilities, untenable time demands, rigid bureaucratic structure, and limited resources.

Unless such problems are addressed quickly, the report notes, "efforts to recruit new teachers into North Carolina's classrooms will be doomed to failure" and "experienced teachers will continue to leave the profession in droves."

Using research methods common to the business community, the report summarizes three separate studies in which teams of business representatives and educators documented schools' working conditions, management and time problems, and technology needs.

"Our feeling was that, with all of the restructuring going on in the private sector, it would be interesting to have business people come in and look at schools from their own vantage point," said John N. Dornan, president of the forum, a partnership of business, education, and political leaders dedicated to school reform.

Six area businesses—Carolina Power & Light Company, International Business Machines Corporation, Champion Paper Company, Burlington Industries, Duke Power Company, and North Carolina Power Company—helped design the research and donated approximately $70,000 in in-kind support.

The resulting study, "The Condition of Being an Educator: An Analysis of North Carolina's Public Schools," was released during a statewide conference on Feb. 20. It is based on data gathered during October and November of this school year.

'Welcomed Trend'

One of the report's major findings, according to Mr. Dornan, is the need for "more latitude and flexibility" at the school site.

On the basis of interviews with principals, teachers, and secretaries, business managers concluded that school personnel are frustrated by "top down" mandates that discourage innovation and autonomy.

"The trend in business is to push decisionmaking down to the lowest level possible," said William E. Graham, vice chairman of Carolina Power & Light. "It is suggested that this would be a welcomed trend in education also."

Unlike a plant manager, who influences hiring and spending, school principals do not control their own budgets, the study found, and teachers have a minimal say in school policies.

Detailed regulations from above make it easy for school personnel to "pass the buck" on any given issue, the report contends.

"This lack of accountability," it adds, "is at the root of the decline in public confidence in our schools."

The study asserts that the problem is exacerbated by asking principals to supervise "far too many people." While managers in industry may be called on to closely monitor, supervise, and support 10 to 15 workers, it states, the school principal is asked to evaluate dozens of staff members, ranging from teachers to school-bus drivers. As a result, the study concludes, evaluations are shallow and inflexible.

Salaries, it notes, "do not differentiate or reward exceptionally talented or hard-working staff members—a common motivational incentive in business."

'Work Overload'

The study also found that overlapping job responsibilities and excessive demands are resulting in "work overload" for school staffs.

Based on detailed time logs kept by more than 400 teachers, principals, and school secretaries over a one-month period, the study found that:

- Teachers spend only half of their 50-hour work week directly instructing or counseling students. The rest of their time is devoted to such chores as record-keeping, monitoring the lunchroom, and attending staff meetings.
- Principals spend less than one-third of their time planning instructional goals and observing and evaluating teachers. The bulk of their 53-hour work week is spent on administrative duties, out-of-school meetings, student-discipline problems, and meetings with parents and community members.
- School secretaries devote only 32 percent of their time—or 13 hours per week—to such support services as typing, filing, and duplicating materials. They also convey phone messages about absent students, keep attendance records, manage the distribution of supplies, and maintain school payrolls and bookkeeping records.

Phillip Ennis, a business manager with Carolina Power & Light, concluded, "given the number of positions that are involved, a few percent of hours utilized more effectively for each position would equate to millions of dollars of savings for the state."

Inadequate Resources

In addition, businessmen reported deteriorating school buildings, including leaky roofs, cracked plaster walls, and general disrepair.

Although teachers are expected to communicate regularly with parents, the study found, they do not have ready access to telephones. Private offices and conference rooms for conducting parent meetings are also unavailable.

The study reports that teachers often spend their own funds to supplement insufficient classroom materials, while principals rely on local parent-teacher associations to raise money for such basic items as copiers and science equipment.

Randy Schillenberg, a business manager with the North Carolina Power Company, noted that "supplies are rationed much like gasoline was during World War II."

In addition, the study found that modern information systems for managing and reporting data are inadequate or nonexistent.

Most schools, it states, do not have modern word-processing, printing, or automated mailing systems. In cases where schools have joined the "computer age," there is insufficient clerical help and training for staff members to use the new equipment effectively.

Follow-Up

Drawing on its research, the forum plans to make specific policy recommendations to the legislature this spring. Mr. Dornan said those proposals would probably focus on increasing flexibility at the school site and investing more money in support personnel and technological resources for the schools.

Because the state's share of public-school funding in North Carolina is about 65 percent, Mr. Dornan said, the state has tended to rely on "very top-down, lockstep" management.

He also noted that the state is "in the middle of phasing in a $700-million basic-education plan that will create over 16,000 new professional positions by 1992."

"From a resource point of view," he argued, "the school infrastructure can barely keep up with what's there now."

"We could very well find that at the end of a $700-million investment, we still have teachers doing hall duty, and they won't have lunch, and there won't be enough secretaries," he said.

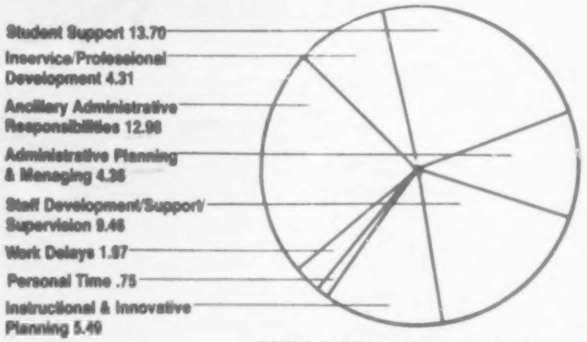
The forum plans to conduct similar studies of school administration at the county level and within the state department of education to identify "policy-related impediments to school flexibility and the control of resources," he noted.

For copies of the report, write the Public School Forum of North Carolina, 117 Glenwood Avenue, Raleigh, N.C. 27603, or call (919) 832-1584.

SOURCE: SCHOOL FORUM OF NORTH CAROLINA

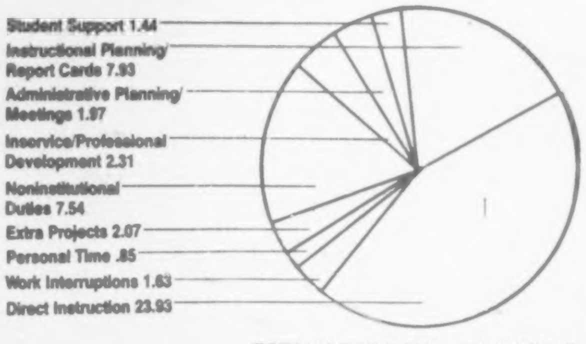
FUNCTION AND AVERAGE HOURS PER WEEK

Time Demands: Principals



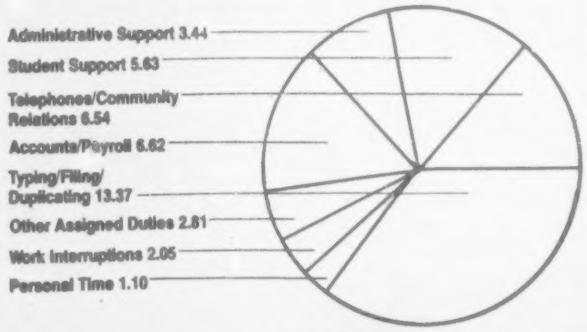
TOTAL WORK WEEK: 53.03 HOURS

Time Demands: Teachers



TOTAL WORK WEEK: 49.66 HOURS

Time Demands: Office Personnel



TOTAL WORK WEEK: 41.56 HOURS

Panel To Study Role of Humanities in Schools

WASHINGTON—The National Endowment for the Humanities has appointed a task force to study the role of the humanities in elementary and secondary schools, the endowment's chairman, Lynne V. Cheney, announced last week.

The 27-member panel, which includes teachers, scholars, and administrators, will provide "advice and guidance" to the endowment, which is required by the Congress to prepare a study this year on teaching the humanities in America's public schools.

Focusing on history and literature, the group will study curricula and teacher-training programs and will survey college students to determine how well precollegiate schools have trained them in the humanities, Ms. Cheney said.

She added that she would also solicit advice from groups representing foreign-language teachers and other subject areas in the humanities.

Noting that September will mark the bicentennial of the U.S. Constitution, Ms. Cheney said that the fall would be "a nice time to be assessing how well we're doing in passing on the heritage of our country to the next generation."

The members of the advisory group are:

William B. Allen, professor of government, Harvey Mudd College, Claremont, Calif.; Janice Baker, high-school English teacher, Baltimore School of the Arts, Baltimore; Daniel Boorstin, Librarian of Congress, Washington; Glenn Brooks, dean, Colorado College, Colorado Springs, Colo.; Jo Bruno, elementary-school principal, P.S. 189, Brooklyn, N.Y.; Ronald Calgaard, president, Trinity University, San Antonio.

Nancy Coombs, teacher, Leal Elementary School, Urbana, Ill.; Stephen Donadio, professor of American literature, Middlebury College, Middlebury, Vt.; John Drisko, high-school history teacher, Falmouth High School, Falmouth, Me.; E.D. Hirsch, Kenan professor of English, University of Virginia, Charlottesville, Va.; Leon Kass, Henry R. Luce professor of the liberal arts of human biology, University of Chicago, Chicago.

Helen Lojek, assistant professor of English, Boise State University, Boise, Idaho; Reginald MacDonald, superintendent of schools, South Portland Public Schools, South Portland, Me.; Maynard Mack, professor of English, emeritus, Yale University, New Haven, Conn.; Constance Matthews, English department head, Amherst-Pelham Regional High School, Amherst, Mass.; Robert M. Middlekauff, director, Huntington Library, San Marino, Calif.; Linda Miller, high-school English teacher, Kellam Memorial High School, Mount Kisco, N.Y.

James Morris, program director, Andrew W. Mellon Foundation, New York City; Karen Munro, member, President's Committee on the Arts and Humanities, and coordinator, national faculty, Northwest region, The Evergreen State College, Olympia, Wash.; Richard Peters, high-school history teacher, Mount Vernon Community High School, Mount Vernon, Iowa; Diane Ravitch, adjunct professor of history and education, Teachers College, Columbia University, New York City; Ronald Sharp, professor of English, Kenyon College, Gambier, Ohio; Helen Vendler, Kenan professor of English, Harvard University, Cambridge, Mass.

Bernard A. Weisberger, freelance historian, Elizaville, N.Y.; Virginia Whatley, teacher, Oglethorpe Elementary School, Atlanta; and Gordon Wood, professor of history, Brown University, Providence, R.I.

—R.R.

High-School Students and Drug Use

Percentage of high-school seniors nationwide responding to a confidential questionnaire who said they had used drug within 30 days.

	'75	'76	'77	'78	'79	'80	'81	'82	'83	'84	'85	'86
Marijuana, hashish	27.1	32.2	35.4	37.1	36.5	33.7	31.6	28.5	27.0	25.2	25.7	23.4
Cocaine	1.9	2.0	2.9	3.9	5.7	5.2	5.8	5.0	4.9	5.8	6.7	6.2
Alcohol	68.2	68.3	71.2	72.1	71.8	72.0	70.7	69.7	69.4	67.2	65.9	65.3
Stimulants*	8.5	7.7	8.8	8.7	9.9	12.1	15.8	13.7	12.4	NA	NA	NA
Sedatives*	5.4	4.5	5.1	4.2	4.4	4.8	4.6	3.4	3.0	2.3	2.4	2.2
Cigarettes	36.7	38.8	38.4	36.7	34.4	30.5	29.4	30.0	30.3	29.3	30.1	29.6

* Only drug use which is not under a doctor's orders is included here.
SOURCE: University of Michigan Institute for Social Research.

Study Finds Rise in Cocaine Smoking

By William Snider

After leveling off in 1985, the rate of illicit drug use among high-school seniors "resumed its gradual decline" in 1986, according to the University of Michigan's 12th annual student survey on the subject.

But, in their data on cocaine use, the researchers conducting the study discovered a "sobering counterweight" to the otherwise "encouraging" news of progress in the battle against drug use by teen-agers.

While the seniors' use of cocaine remains near the level of 1980—12.7 percent of the respondents in the latest poll said they had used it in the previous year—the proportion that reported smoking it has more than doubled in the same period. Six percent of the 15,200 seniors surveyed in 1986 reported that they had smoked cocaine at least once in the preceding year.

The growth in the availability of a smokable and highly addictive form of cocaine, called "crack," also appears to have contributed to an increase in the number of students who reported daily use of cocaine and in the number who reported difficulty in discontinuing such use, the researchers said.

"Crack has become available rather widely across the country, but the rapid and dramatic spread of public information about its dangers has helped to stem what might have been a much larger epidemic," said Lloyd D. Johnston, one of three social scientists at the university's Institute for Social Research who directed the study.

The proportion of seniors who said they had used cocaine in the past year and were unable to stop using it at some point has doubled since 1983, reaching 0.8 percent in 1986, the survey found. That rate, extrapolated nationwide, would equate to roughly 25,000 seniors, the researchers said.

"Certainly one reason for the increased rate of subjectively reported dependence is the increase in the proportion of students smoking cocaine," Mr. Johnston said.

Use of Inhalants Rises

The survey, which is conducted each spring for the National Institute on Drug Abuse, has documented a gradual decline in the proportion of seniors using illicit drugs, from 39 percent in 1979 to 27 percent in 1986.

The category of inhalants, which includes amyl and butyl nitrites, is the only one in which a significant increase in use has been reported during that period. The proportion of respondents who said they had used inhalants increased from a low of 4.1 percent for the class of 1981 to 6.1 percent for the class of 1986.

Responses from seniors at nearly 130 public and private high schools have indicated significant declines since 1979 in the proportion of students using marijuana, hashish, amphetamines, barbiturates, and methaqualone.

The proportion of seniors who said they had used hallucinogens, tranquilizers, heroin, or other opiates has remained relatively stable since declining earlier in the decade.

Alcohol, Cigarette Use

The Michigan survey also tracks students' use of alcohol and tobacco.

The proportion of seniors who reported using alcohol in the preceding 30 days dropped slightly last year, to 65 percent, continuing the gradual decline from the roughly 70 percent level that prevailed before 1983.

The reported use of cigarettes has remained relatively stable since 1980 at about 30 percent, the survey found.

"We seem to be making very little progress in reducing the onset of this deadly addiction among our children," said Mr. Johnston, adding that cigarette smoking "probably will cut short the lives of more of them than will all of the other drugs combined."

Program's Appeal Linked to Push for Reforms

Continued from Page 5

"The teaching of the full program to allow full opportunity for diploma candidacy should be the goal in every instance," he said.

More students would pursue the International Baccalaureate if American colleges used scores on its examinations in making admissions decisions, not just for placement after admission, conference-goers said.

U.S. colleges typically admit students in April, before the I.B. exams are administered, Mr. Peel said. In other countries, he noted, the diploma is considered a credential for admission.

One of the top priorities for the organization this year is broadening recognition of the diploma, Mr. Peel said.

"In the United States, for every institution that has heard of the I.B., there are perhaps five that still have not," he said.

'Tinge of UNESCO-ism'

The organization also plans to broaden the international focus of the curriculum, Mr. Peel added. Currently, members from various countries sit on curriculum boards for all subjects—including mathematics, which is usually considered international by nature—so that different national approaches are represented, he said.

But the program has been criticized as too "Euro-centric," he added, and it will begin to incorporate more content from Africa and Asia.

In addition, the organization will consider developing interdisciplinary courses on "issues of global importance," such as nuclear proliferation and the unequal distribution of resources, Mr. Peel said.

But the international nature of the curriculum is already controversial within the United States.

One critic, Mr. Finn, told the conference that the curriculum carries "just a tinge of 'UNESCO-ism' and 'one-worldism.' "

The curriculum should acknowledge that "democracy is superior to totalitarianism," he said. "It's not just that the systems are different."

The purpose of the program is not to indoctrinate students to a particular point of view, Mr. Peel responded.

Further, he noted, it teaches students about their own national systems before introducing them to those of other countries.

"Internationalism is built upon a basic familiarity with one's own language, history, culture, and environment," he said.

Like the international organization, the heads of participating schools say they plan to improve the existing program.

California's Sunny Hills High School, for example, is considering developing an exchange program with other I.B. schools, so that students can spend a summer or a year abroad, according to its principal, Gary Mieger.

In addition, he said, the school is using the program as the basis of an "international focus" to be incorporated throughout its curriculum.

But rather than try to improve the program, argued Mr. Thoms of George Mason, schools should ensure that the quality of the rest of their curriculum is as high.

"It's so exceptionally good, it's difficult to get everything else to match that standard," he said. "I'm not sure that I can say that I am as pleased with every program in my school as I am with the International Baccalaureate. That's not O.K."

HARVARD UNIVERSITY
Graduate School of Education

Summer Institute on
THINKING
Critical and Creative
July 13-17, 1987

What exactly is thinking? What are its philosophical roots? Is it more than problem-solving? How does thinking manifest itself in the arts and humanities, as well as in the sciences? What are the relations among thinking, reasoning, and learning?

These questions will be addressed in a one-week institute at Harvard this summer. Participants can expect to return to their schools having developed a constructive personal perspective on the nature and importance of critical and creative thinking.

Faculty includes:
Israel Scheffler, Professor, Harvard; Co-Director, Philosophy of Education Research Center; author, *Of Human Potential*
Vernon A. Howard, Lecturer on Education, Harvard; Co-Director, Philosophy of Education Research Center; author, *Thinking on Paper*
David N. Perkins, Director, Harvard Project Zero; author, *The Mind's Best Work* and *Knowledge as Design*; co-author, *Teaching Thinking*
Florence Agbonyitor, Assistant Dean, Southeastern University
Kenneth Hawes, Research Fellow, Philosophy of Education Research Center
Ellen Winner, Professor, Boston College; author of *Invented Worlds*

For information write:
Institute on Thinking
339A Gutman Library
Harvard Graduate School of Education
Cambridge, MA 02138
or call: **(617) 495-3572**

Conference 87 on Critical Thinking
April 9-12, 1987

Christopher Newport College *Newport News, Virginia*

How do we address critical thinking needs in education to prepare our students for an increasingly competitive world? Over 60 innovators in critical and creative thinking, problem solving, practical reasoning, and cognitive skills development deal with this problem and its ramifications. A wide variety of disciplines and all levels of education are represented. Emphasis is on teaching and the curriculum.

Speakers include:

Matthew Lipman
Donald Lazere
Jack Lochead
Mark Weinstein
Robert Swartz
Vincent Ruggiero

Four days of papers, workshops, panels, and vidoetapes are designed to encourage audience participation.

Contact

John Hoaglund
Center for Critical Thinking 4K
Christopher Newport College
50 Shoe Lane
Newport News, VA 23606
(804) 599-7085

EDUCATION WEEK SUBSCRIPTION SERVICE

Use this form to make an adjustment to your subscription or to enter a new subscription. Just check the appropriate box(es) and mail to:

EDUCATION WEEK
Subscription Service
P.O. Box 1939
Marion, Ohio 43305

Please allow 4 weeks to process new orders, address changes, renewal instructions, and other adjustments.

☐ Enter a new subscription at the basic subscription price of $47.94 for one year (40 issues).

☐ Bill me ☐ Payment enclosed

(In Canada add $23 per year. Outside Canada and the U.S. add $33 per year for surface mail or $65 per year for airmail. Payment must accompany foreign orders.)

Name ____________________

Address ____________________

City ____________________

State ____________________ Zip Code ____________________

☐ Renew my subscription.

☐ Report a subscription problem: ____________________

☐ Receiving duplicate copies. (Please send both labels.)

☐ Address on label incorrect. (Please send label and correction.)

☐ Received invoice, already paid. (Please send us a copy of the invoice and proof of payment.)

☐ Other: ____________________

☐ Change of address. (Please send old label and new address.)

Attach current label here.

LEARN TO MOTIVATE STUDENTS WHO ARE
APATHETIC • DISRUPTIVE • IMMATURE
MAINSTREAMED

WITH

Solutions to Classroom Discipline Problems

VIDEO
INSERVICE
SERIES FOR
SECONDARY &
ELEMENTARY
TEACHERS

RANDALL SPRICK, Ph.D.

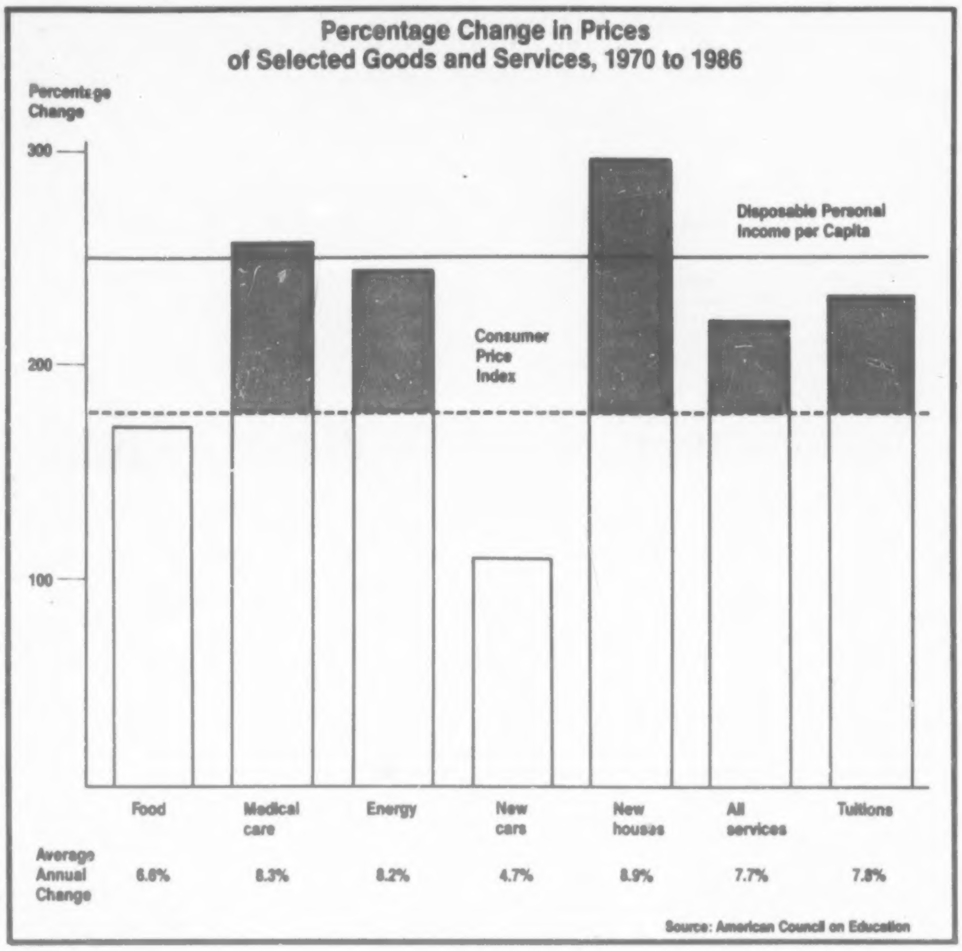
THE SOLUTION BOOK

Teaching Strategies, Inc.

P.O. Box 5205 Eugene, OR 97405 (503) 345-1442

Secondary and Elementary inservice series each $850.00 plus $10.00 shipping and handling.

Call **1-800-628-2828 Ext. 780** for preview or more information.


Percentage Change in Prices of Selected Goods and Services, 1970 to 1986

Source: American Council on Education

Many Consumer Prices Rising Faster Than College Tuition, Group Asserts

By Robert Rothman

WASHINGTON—Although recent sharp rises in college tuition have sparked concern among parents and criticism from Secretary of Education William J. Bennett, the cost of attending college has risen less rapidly than many other consumer expenses since 1970, a new study says.

"It is often argued that tuitions are increasing so rapidly that a college education will soon be unaffordable for the average family," states the report released last week by the American Council on Education.

"But the average price of college," it continues, "has not necessarily increased more than the average price of other goods and services, such as new cars, new houses, food, energy, and medical care."

From 1970 to 1986, the average college tuition increased by 232 percent, a rate exceeding the 182 percent rise in the Consumer Price Index, the study found. Over the same period, however, energy costs rose by 247 percent, the cost of medical care climbed by 259 percent, and the price of a new house jumped 293 percent, the report notes.

Moreover, it concludes, the ability of students and their families to pay for college, as measured by per-capita disposable personal income, kept pace with increases in tuition over the 16-year period.

But the report concedes that the average tuition increase during the 1980's—10 percent a year—has been twice the rate of inflation and has exceeded average increases in disposable income during this decade.

Explanations Sought

The study found no clear explanation for the disparities, according to Terry Hartle, resident fellow at the American Enterprise Institute, who wrote the report with Arthur Hauptman, a higher-education consultant.

"The bottom line is, we don't know as much as we should about why college prices are going up," Mr. Hartle said.

The study found some evidence to support statements by some college officials that tuitions have risen to help pay higher faculty salaries. Those salaries have risen faster than the rate of inflation in the 1980's, after lagging behind the rate of increase in the price index in the 1970's, the study found.

The report notes, however, that college faculty members' salaries have risen at a slower rate than salaries for other professional and technical workers.

Another possible explanation for the rising costs, the report says, is that colleges have sharply increased their institutional spending on student financial aid since 1980.

But the study found no evidence to support Secretary Bennett's contention that colleges raise costs because federal student aid "cushions the blow of higher costs to students," Mr. Hartle said.

Debate Over Federal Aid

In fact, argued Robert H. Atwell, president of the A.C.E., the study shows the opposite. When federal aid grew rapidly, in the 1970's, tuition costs rose slowly, he said, and when federal aid stabilized in this decade, costs increased sharply.

"The evidence in hand suggests that the Secretary of Education is dead wrong in arguing the connection between federal student aid and tuition increases," he said.

But Secretary Bennett last week reiterated his argument that college officials should take the lead in controlling costs.

"Instead of kicking the federal government and thereby kicking the American taxpayer," he said in a statement, "why doesn't Mr. Atwell call on his member institutions to keep costs down?"

A copy of the report, "Tuition Increases Since 1970: A Perspective," can be obtained by writing William G. Kroger, director of public affairs, American Council on Education, 1 Dupont Circle, Washington, D.C. 20036.

TEACHING STRATEGIES *Spring Seminar* APRIL 1, 2, 3 SEATTLE, WA

Comprehensive Strategies FOR THE *School Administrator*

TO EFFECTIVELY MANAGE THE FULL RANGE OF *Behavior Problems*

CALL 1-800-628-2828 Ext. 780 FOR BROCHURE

3/12/87 R4800-2

EDUCATION WEEK

American Education's Newspaper of Record / $2.00 Volume VI, Number 24 · March 11, 1987 © 1987 Editorial Projects in Education

Impairment Due To Infectious Disease Ruled a Handicap

Supreme Court Decision Seen Applying to AIDS

By Tom Mirga

WASHINGTON—School employees who have been significantly impaired by infectious diseases are entitled to protection under the federal law barring discrimination against the handicapped, the U.S. Supreme Court ruled last week.

In a decision seen as having implications for sufferers of acquired immune deficiency syndrome, the Court ruled 7 to 2 that school boards cannot cite fear of contagion as a reason for dismissing employees whose diseases have progressed to a stage where one or more "major life activities" have been affected.

The Court, however, stopped short of extending the anti-discrimination law's protections to persons who have tested positive for a disease such as AIDS but suffer no outward symptoms. It indicated that it would wait for another case to decide whether otherwise healthy carriers of contagious diseases can be considered handicapped solely on the basis of their contagiousness, and thus gain protection under Section 504 of the Rehabilitation Act of 1973.

Excerpts from opinion, page 20

The Justices' decision in *School Board of Nassau County, Fla.* v. *Arline* (Case No. 85-1277) was hailed as a major victory, albeit a limited one, for homosexual-rights advocates and others concerned about discrimination against sufferers of AIDS. According to the Federal Centers for Disease Control, there have been a total of 31,036 confirmed

Continued on Page 21

Federal Court Finds Secular Humanism a Religion

AP/WIDE WORLD PHOTOS

Three of the plaintiffs in the Alabama secular-humanism case, from left, Gloria and Douglas Smith and Judith Whorton, stand outside the courthouse in Mobile after U.S. District Judge W. Brevard Hand ruled in their favor.

Orders Texts Removed From Ala. Classrooms

By Kirsten Goldberg

A federal judge in Mobile, Ala., last week ordered 44 textbooks removed from the Alabama public schools because, he said, they unconstitutionally promote the "religious belief system" of secular humanism.

In addition, said U.S. District Judge W. Brevard Hand, they largely omit the role of Judeo-Christian religious teachings in American history.

The landmark 172-page ruling was widely viewed as a major victory for fundamentalist Christians, many of whom have long contended that secular humanism is a religion that places man's values above any divine authority, and that its tenets pervade the public schools' curricula.

The judge's March 4 decision marked the first time that a federal court has ruled that humanism is the equivalent of a religion for First Amendment purposes.

Excerpts from opinion, pages 18 and 21

"Teaching that moral choices are purely personal and can only be based on some autonomous, as yet undiscovered and unfulfilled, inner self is a sweeping fundamental belief that must not be promoted by the public schools," Judge Hand wrote.

"With these books, the State of Alabama has overstepped its mark, and must withdraw to perform its proper non-religious functions," he concluded.

The chairman of the civil-liberties group that aided the state board of education in its defense of the textbooks characterized the decision as "judicial book burning," and suggested that an appeal was imminent.

"What is created here today by this rul-

Continued on Page 19

Training Programs for Administrators Are Increasingly a Target of Criticism

By Blake Rodman

Schools of education, which in recent years have been sharply criticized for the way they train teachers, are coming under increasing fire for shortcomings in their programs to prepare school administrators.

Although the debate over teacher education has been conducted publicly and has received widespread media coverage, most of the criticisms aimed at programs to prepare administrators have been leveled by their own graduates and those within the education-school community.

And, these critics argue, if effective schools truly hinge on strong school leadership, as a number of researchers have maintained, then the deficiencies plaguing the programs that prepare administrators must be confronted.

"Bluntly," said Willis D. Hawley, dean of education at Vanderbilt University's Peabody College, "most programs for training school administrators range in quality from embarrassing to disastrous."

Critics have charged that there are too many programs to prepare administrators,

Continued on Page 16

'Medically Fragile' Students Pose Dilemma for School Officials

By Debra Viadero

Next week, in Macomb County, Mich., a group of school officials and parents will sit down to decide how to educate an 8-year-old boy who is unable to move his arms and legs or breathe without regular cleaning of his trachea.

The survivor of a near drowning, the boy is at the center of a dilemma for the Macomb County schools that tests not only the limits of federal laws protecting the handicapped, but also the district's technical and financial capacity to carry them out.

And, like his "medically fragile" counterparts in classrooms across the nat[illegible] Michigan boy's fate may rest ulti[illegible] with the answer to a question posed by one special-education consultant to the state's education department: "Where does educational responsibility begin and medical responsibility end?"

That question, said Foster J. Eid, is being asked with increasing frequency, as schools are called on to serve a growing number of pupils labeled "medically fragile," "chronically ill," or "children with complex medical needs."

Some simply need a companion to watch out for them as they walk down the hall. Others must carry respirators, or come to class on gurneys.

"When the handicapped-education laws were written 10 years ago, I don't think anybody imagined that we'd have kids with this kind of machinery showing up at the school door," said a federal special-education official.

But showing up they are, bringing with them a new set of unclearly defined responsibilities for school administrators.

According to those familiar with the Macomb County case, the participants at next [illegible]'s special-education hearing are likely to argue over the best way to transport the boy to school, the school's liability for any medical complications resulting from its care, and responsibility for paying the attendant needed to suction his tracheostomy tube.

"If we're ever sued for liability on this," said Robert Wilson, the district's assistant superintendent for special education, "it's going to be for not doing it right, and not for doing it at all."

According to some, however, the "medically fragile" are children for whom traditional programs—whether basic educational services, special education, or home tutoring—may not be enough.

Finding a solution that addresses the legal, medical, and educational quesions involved in such children's schooling, special educators say, may await greater public awareness of the scope of the problem.

In the absence of any data collection on the national level, no one has produced a reliable estimate of the number of "medically fragile" children, experts say.

Ten years ago, they say, many of these children would not have survived the car accidents, premature births, or catastrophic illnesses that led to their condition. But

Continued on Page 14

Also in the news

5 'Alternative Routes' Appear To Accomplish Objective

Programs to bring non-education majors into teaching are attracting people as good as or better than graduates of traditional programs, a new study finds.

6 Private Schools Stress Pay In Competition for Teachers

As salaries rise in public schools, independent-school officials are adding such incentives as mentor programs and child care to their higher pay for new teachers.

8 Insurance Crisis Lessens As Schools Act on Their Own

Better risk management and self-insurance programs have made liability coverage more available, but it remains costly and limited in the commercial market.

IN SUMMARY

Manageable Crisis
As a growing number of schools form self-insurance pools and pursue other alternatives to commercial coverage, experts say the liability-insurance crisis appears to be easing. **Story on Page 8.**

Budget Pressures
Faced with what they say are unattainable deficit-reduction goals, Congressional leaders are weighing tax increases to avoid "draconian" cuts in education and other budget areas. **Story on Page 11.**

Strange Bedfellows
Although they have often disagreed in the past, Senator Claiborne Pell and Secretary William J. Bennett agree on the merits of the Administration's compensatory-education bill. **Story on Page 13.**

Indian Education
The Administration's plan to transfer 112 Indian schools to tribes or third-party contractors has been "mischaracterized grossly," an Interior Department official tells a House panel. **Story on Page 13.**

Counting Dropouts
A private education-advocacy group has disputed claims by New York City school officials that the system's dropout rate has declined significantly during the past two years. **Story on Page 17.**

Commentary .... 23 & 32
Deadlines 25
Events 25
Federal File 10
Honors 25
Letters 24
Marketplace 26
State Capitols 9

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 24.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Bill Montague, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTORS
Carol Maloney, Susan B. Schafer

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANT
Molly McSherry

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest

Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis Edge
842A State Road
Princeton, N.J. 08540
609/683-7900

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

Senate Backs Release Of Asbestos Grants

The Senate has approved a resolution that would force the Environmental Protection Agency to release about $50 million for asbestos-removal efforts in schools.

With little debate, the Senate approved the measure on March 3. The resolution, which would require the E.P.A. to return to its original timetable for distributing the funds, was passed by the House last month.

Unless signed by President Reagan, however, the legislation has no effect. Without that approval, an E.P.A. spokesman said, the agency will not speed up release of the money.

The current controversy began in January, when the Administration asked the Congress to delete all funding for the asbestos-control effort from the federal budget. Although Mr. Reagan approved the creation of the program last year, Administration officials said then that the money was no longer needed.

The E.P.A., in turn, announced that it would not release the funds until the Congress ruled on the Administration's proposed cut, technically known as a rescission. The agency had initially planned to start awarding grants to local school districts next month.

Congressional critics denounced the E.P.A.'s policy, arguing that the delay would threaten efforts to remove potentially cancer-causing asbestos from contaminated schools over the summer recess.

"Delay would force much of the good work planned for this summer to be postponed yet another year," said Senator Daniel P. Moynihan, Democrat of New York. "This is simply unacceptable."

The issue, however, is on the verge of becoming academic. Unless the Congress acts on the proposed rescission by March 15, the request will automatically die, forcing the E.P.A. to release the money.

NATIONAL

Panel on Constitution Plans Educational Ads

As part of its "national civics lesson" on the nation's basic charter, the Commission on the Bicentennial of the U.S. Constitution has initiated a nationwide public-service advertising campaign to help teach Americans about the document.

The six television and two newspaper advertisements, developed in conjunction with the Advertising Council, will carry the message, "The Constitution: The Words We Live By," and will feature such topics as censorship, freedom of religion, and the 26th Amendment, which granted the vote to 18-year-olds.

As part of the campaign, the commission has prepared educational materials on the history and meaning of the Constitution, which are available from The Constitution, Washington, D.C. 20503.

$1.25 Million Awarded To Help Fight Illiteracy

The Gannett Foundation has awarded $1.25 million in grants to agencies in 12 states and Puerto Rico to improve efforts to make literacy services more widely available.

The awards, announced late last month, are part of a two-year, $2.25-million program called the Literacy Challenge, which is the largest nongovernmental program aimed at coordinating literacy efforts in the states, according to Brian Buchanan, a spokesman for the foundation.

This year's recipients were chosen from among 75 applicants in 48 states and the District of Columbia, Mr. Buchanan said. The foundation awarded more than the $1 million originally proposed because "we received more excellent proposals than we expected," he added.

Recipients included state departments of education, universities, and nonprofit organizations in Illinois, Indiana, Maine, Massachusetts, Minnesota, Nevada, Oregon, Pennsylvania, Puerto Rico, Rhode Island, Tennessee, Texas, and Washington State.

STATES

Federal Court Upholds Agency-Fee Procedure

A federal district judge in Connecticut has upheld the procedure used by the Connecticut Education Association to calculate agency fees for nonmembers and to review challenges to those fees.

In rejecting the arguments of a suit brought by a nonmember, U.S. District Judge José A. Cabranes ruled last month that the the union's procedure met the standard set by the U.S. Supreme Court in its 1986 ruling in *Chicago Teachers Union* v. *Hudson*.

In that case, the Court held that the union must present an "adequate explanation of the basis for the fee, a reasonably prompt opportunity to challenge the amount of the fee before an impartial decision-maker, and an escrow for the amounts reasonably in dispute while such challenges are pending."

According to C.E.A. officials, the ruling marked the first time that a federal court has assessed the legality of an agency-fee provision since the Court's decision last year.

Mitchell E. Roth, a staff lawyer for the National Education Association, said that Judge Cabranes's ruling would be "extremely helpful for those state associations that have virtually the same procedure as" the C.E.A.'s. He said that "a number of state associations" have similar procedures.

The Connecticut association, which charged nonmembers 80 percent of union dues, sent all nonmembers an explanation of the fee's purpose, and allowed those who challenged the fee to file an objection within 30 days. The union then asked the American Arbitration Association to select an arbitrator, who would hold a hearing to determine whether the fee was justified.

The union placed the fees of those who objected in an escrow account, which would be refunded with interest if the arbitrator ruled that the fee was too high.

Court Limits Bargaining For Substitutes in Iowa

Substitute teachers in Iowa must work in four consecutive months during the school year to be covered by the state's collective-bargaining laws, the Iowa Supreme Court has ruled.

The ruling, upholding a county-court decision, was issued on Feb. 18 in a case that began in 1984.

The Iowa Association of School Boards and the Iowa State Education Association, plaintiffs in the suit, had argued that the Public Employment Relations Board should allow substitute teachers to organize if they worked a specific number of days a month in any four months of the school year.

Officials of the school-board association said last week that the court's ruling could restrict a district's ability to schedule substitutes.

"Under Iowa law, substitute teachers could bargain for a separate seniority system for assignments, potentially limiting the pool of substitutes available for work in a school district," said Ted Davidson, executive director of the school boards' group.

Such a system, he said, could conceivably be used for transferring or firing substitutes, and would restrict "management prerogatives."

Team To Donate Funds To High-School Sports

The New Orleans Saints, a professional football team, will donate between $50,000 and $100,000 from the proceeds of a preseason game against the Houston Oilers to high-school athletics in Louisiana, the team's owner, Tom Benson, has announced.

The benefit game, dubbed "the Legend," will be played in the Louisiana Superdome on Aug. 22, in honor

Continued from Preceding Page

Judy F. Dellamonica, president of the San Francisco Classroom Teachers Association, criticized Mr. Cortines for trying to balance the district's budget "on the backs of the teachers," and said the Governor's proposed budget was "woefully inadequate."

City Expenditures: 1984-85

Item	Amount in millions of dollars	Percent	Percent change from 1983-84
Police Protection	$12,574	11.9%	8.0%
Education	**11,433**	**10.8**	**8.5**
Highways	8,709	8.2	11.1
Sewerage	7,596	7.2	8.9
Fire protection	6,798	6.4	8.1
Interest on general debt	6,859	6.5	11.7
Public welfare	5,762	5.5	8.5
Hospitals	5,013	4.7	4.5
Parks and recreation	4,993	4.7	8.9
Housing and community development	5,100	4.8	13.6
Sanitation other than sewerage	3,850	3.6	7.9
General control	3,401	3.2	10.2
Financial administration	2,703	2.6	3.8
Health	1,562	1.5	6.6
All other functions	19,294	18.3	8.7
Total, general expenditure	**$105,647**	**100.0%**	**9.0%**

SOURCE: U.S. Census Bureau

City governments spent nearly 11 percent of their 1984-85 revenues on education, ranking schools second only to police protection in terms of expenditures, the U.S. Census Bureau reported last week. Municipal general expenditures totaled about $105 billion during the one-year period; of that amount, schools received $11.4 billion. On average, cities spent $77.93 per resident on schooling, the bureau found.

New York City Board Sued in Rape Incident

Two New York City girls who allegedly were sexually assaulted repeatedly over a two-year period by a teachers' aide at their school have filed suit against the city school board, a former principal of the school, and the school's parent-teacher association.

The suit, which seeks an unspecified amount of damages, was filed in state Supreme Court for Kings County on Feb. 23. It charges that Sandra and Ramona Holder, sisters who are now 12 and 15 years old, were sexually molested by the aide "on more than 100 occasions" between November 1984 and February 1986 before finally telling their mother. The alleged attacks took place during school hours at P.S. 3.

Harry Gadson, the alleged assailant, was arrested in 1986 and indicted on numerous counts of sodomy, rape, assault, and sexual abuse, but disappeared after being released on $2,500 bail.

According to Mark Arisohn, the girls' lawyer, the suit charges the school board, the school's former principal, and the P.T.A. with "gross negligence" for failing to provide for the girls' safety at the school and for failing to perform an adequate investigation of Mr. Gadson's background. He said the sisters are seeking actual and punitive damages "in an amount to be determined at trial."

Three Attacks in Week Concern D.C. Officials

Three separate student attacks on teachers and administrators at a junior-high school in Washington, D.C., in one week has school officials concerned and prompted a petition by teachers calling for tougher discipline.

In one week late last month, students at Hart Junior High School assaulted two teachers and an assistant principal. The District school system averages about three attacks a year in its 184 schools, according to a spokesman.

Principal Kenneth Milner, who was away from the school during the week of the attacks, said he has a "low-key" style of disciplining students, using suspension "as a last resort." Mr. Milner, who became principal in September, attributed the assaults to "an adjustment period."

About 30 teachers signed a petition to Mr. Milner asking for more stringent discipline. While the principal was away, administrators called students to two emergency assemblies on behavior, and supervisors from the school system's regional office patrolled the halls for three days.

Two students were suspended as a result of the assaults.

Police Dogs To Patrol County's High Schools

Bowing to what she said was community pressure, the top administrator of a Maryland county has reversed an earlier position and will allow the use of police dogs to search for drugs in high schools.

Howard County Executive Elizabeth Bobo had temporarily halted last December the county's plan to bring drug-sniffing dogs into high-school corridors. She said then that she was concerned that such searches might violate the constitutional rights of students.

But according to Eugene Weiss, an administrative assistant to Ms. Bobo, "strong public demand" convinced the county executive to change her mind last month. Mr. Weiss said the plan to use canine units had the backing of the county parent-teacher association and the Howard County school district.

He also said that Ms.Bobo had learned, in consultations with the local chapter of the American Civil Liberties Union and the county's law office, that a canine search-unit on public property is constitutional when the searches are limited to possessions, not people.

School Offers Students Money-Back Guarantee

The head of a private-school in Florida has pledged to either return senior-year tuition payments or provide private tutoring for students at his school who do not get accepted into college.

"Parents put their children in private school because they want them to get into college," said William Hewlett, head of the Sheridan Hills Christian School in Hollywood, Fla. "Since this is what they expect, why don't we say that we will guarantee it?"

All of Sheridan Hills' 15 seniors were accepted in college last year, Mr. Hewlett said. But he added that he was "sticking by his pledge" in 1987. The guarantee applies to any student who stays at the school for four years but fails to get into college.

'Rap Music' Is New Tool In Education on AIDS

Health officials in San Francisco are using a new tool to help make young people more aware of AIDS: "rap" music.

The city's department of public health invited local students, ages 11 to 18, to enter original compositions in a contest for the best rap song on the dangers of AIDS and the virtues of "safe sex."

The currently popular style of music features rhyming, spoken lyrics set to a rhythmic beat.

Community "rap-offs" to select five finalists were held late last month. The top winner, who was to have been named last weekend, will receive $500 and the chance to hear his or her song on radio and television as a public-service announcement.

The application kit, distributed through schools, health clinics, and youth centers, gives students a fact sheet on acquired immune deficiency syndrome and a glossary of AIDS-related terms. All applicants must take a test to show what they know about the deadly disease.

Flo Stroud, deputy director of community public-health programs, said that rap music's popularity makes it an especially good method of warning young people about AIDS. She said many young people do not see the need to take precautions against the disease.

"Teens see themselves as immortal," Ms. Stroud said.

Iowa Parents Sentenced For Truancy Violation

An Iowa minister and his wife have been sentenced to 30 days in jail for sending their daughter to an uncertified church school that they operate.

The Rev. Todd Taylor and his wife, Sharon, of Mount Pleasant, were on probation from a 1984 conviction for violating the state's compulsory-education law. In December, they were charged with breaking the terms of their probation by continuing to educate their daughter, Stephanie, 13, at the school.

Under Iowa law, children between the ages of 8 and 16 must attend a school staffed by certified teachers and using a curriculum approved by the state.

The Taylors run the Bluebird Christian Academy, located in the First Assembly of God church where Rev. Taylor is a pastor.

According to the Henry County Attorney's office, the Taylors were scheduled to begin serving their 30-day sentences on Feb. 21, but were charged for a second time with failing to provide certified instruction for their children during the fall semester last year.

The Taylors have been released on their own recognizance pending a trial on the second charge.

UPDATE

A high-school English teacher who **claims her principal pressured her into changing a star basketball player's failing grade** so he could continue playing on the school's undefeated team has filed suit against the Campbell County (Tenn.) school board and superintendent.

Anne McGhee initially resigned her post after changing the grade, but she later asked to be reinstated.

Instead, the district's superintendent suspended her without pay and benefits, Ms. McGhee said last week. *(See Education Week, Feb. 4, 1987.)*

The lawsuit, which was filed in Campbell County Chancery Court, contends that the district denied the teacher her due-process rights and arbitrarily and illegally suspended her, Ms. McGhee said.

The suit asks, she added, that the court restore her tenure, and her salary and benefits for the remainder of the school year.

"I am not asking for my job back," she said.

The superintendent, Kenneth Miller, and lawyers representing the district last week declined to discuss Ms. McGhee's suspension or the lawsuit.

"We feel we are in the right," Mr. Miller said.

□

The Arizona State Board of Education has voted to reassess a rule adopted last December giving school districts broad authority to set their own **academic-eligibility requirements for student participation in extracurricular activities.**

James Brunstein, associate superintendent of public instruction, said the board voted 5 to 1 on Feb. 24 in favor of a proposed new rule that would bar students who receive a failing grade in any course from participating in such activities until the grade is brought up to at least a D. He said the board would hold a public hearing in late May before taking a final vote on the proposal.

Last year, the state legislature passed a measure directing the board to set statewide standards. The board responded by requiring all districts to adopt eligibility requirements, but gave them leeway in the development and enforcement of the rules. *(See Education Week, Dec. 10, 1986.)*

According to Mr. Brunstein, lawmakers who were upset that the board did not take stronger action had threatened to push for legislation requiring participants in activities to maintain a C average or better.

PEOPLE

The University of Pennsylvania has named **Marvin Lazerson**, currently a visiting professor of education at Harvard University, as dean of its graduate school of education.

A historian by training, Mr. Lazerson has published five books, including *An Education of Value*, which he co-authored with the late Harvard professor Stephen K. Bailey and others, and *American Education in the Twentieth Century*.

In addition to his post at Harvard, Mr. Lazerson has taught at the University of British Columbia, the University of Washington, and Stanford University.

He will succeed Dale H. Hymes, professor of education, sociology, anthropology, and linguistics at Penn, and dean of the school since 1975.

□

Jerry Martin, a former legislative assistant to U.S. Representative Hank Brown of Colorado, has been appointed director of the division of education programs of the National Endowment for the Humanities.

From 1967 to 1982, Mr. Martin taught at the University of Colorado at Boulder, where he was named chairman of the philosophy department in 1979. He was the founding director of the university's center for the study of values and social policy.

Mr. Martin succeeds Pamela Menke, who has taken a position at Lesley College in Cambridge, Mass.

□

Steven McAuliffe, husband of the late teacher-astronaut Sharon Christa McAuliffe, has joined the as-yet-unofficial Presidential campaign of U.S. Senator Joseph R. Biden, Democrat of Delaware.

A spokesman for Mr. Biden, who has not declared his candidacy, said that Mr. McAuliffe volunteered to organize a speech for the Senator at the St. Paul's School in Concord, N.H., late last month, and that he is expected to become more active in the campaign. She said that the New Hampshire lawyer especially "respected and appreciated" Mr. Biden's stance on educational issues.

□

"If you think happiness can be found chasing money, this country hasn't the capacity to survive," former U.S. Senator **Paul Tsongas** told 550 students at the Williston Northhampton School in Easthampton, Mass., in a rare public appearance last month.

Mr. Tsongas, who retired from the Senate in 1984 because he had cancer and wanted to spend more time in Massachusetts with his family, continued: "A banker, lawyer, whatever, doesn't contribute anything of value simply shifting papers. No one at 14 years of age should want to be a stockbroker. Whatever happened to idealism, to a career in public service?" he asked the students at the independent, college-preparatory school.

□

In response to a question from a 17-year-old student who had shown him a *Playboy* centerfold, **U.S. Attorney General Edwin Meese 3rd** told a high-school audience last week that he did not think the magazine violated obscenity laws.

"In my opinion, there has not been any court that has held *Playboy* or *Penthouse* to be within the Supreme Court definition of obscenity," Mr. Meese replied after Jared Scogna of Falls Church, Va., displayed the nude photograph from the March issue of *Playboy* and asked the Attorney General to explain the link between pornography and violent crime.

Last year, the Attorney General's commission on pornography suggested such a link. The panel also wrote a letter to the Southland Corporation soliciting a response to charges that the firm's 7-Eleven stores sold pornography. Southland stopped sales of *Playboy* and *Penthouse* at the stores shortly afterward.

Mr. Meese's comments came during a question-and-answer period in a session on constitutional topics at a convention of the Junior Statesmen of America in Philadelphia.

3/19/87 R4800-2A

EDUCATION WEEK

American Education's Newspaper of Record / $2.00 Volume VI, Number 25 · March 18, 1987

© 1987 Editorial Projects in Education

Network for Renewal: Goodlad Seeks Stronger School-University Alliances

By Lynn Olson

After completing one of the most extensive investigations on record of how schools work, John I. Goodlad has turned his attention to how they work—or should work—with universities.

It is a task that the author of the influential study *A Place Called School* sees as paving the way to a genuine school-reform movement—one based on renewal, rather than mandates.

"The most significant changes occur when two cultures bump up against one another," he says, "and that's why I want the universities and schools to work together. They're different cultures."

This revitalizing exchange of ideas has been missing, he says, as the two worlds have grown increasingly distant and distinct.

"People in the schools, who have to make decisions rapidly, in a particular set of circumstances, don't have time to be reflective," he explains. "The universities have the time, but they don't have a sense of the problems that are going on in the schools."

John I. Goodlad

One of an occasional series of articles examining major initiatives to restructure schools and teaching.

The result, Mr. Goodlad argues, has been a crisis in schooling of such immense proportions that "nothing short of reconceptualizing and reconstructing

Continued on Page 18

Sweeping Overhaul of Licensing, Training of Administrators Urged

By Blake Rodman

The first national commission to focus specifically on improving school administration has urged that 300 of the more than 500 colleges and universities that prepare administrators cease to do so.

It has also called for the creation of a national "academy" that would certify outstanding school administrators.

In its final report, to be released this week, the National Commission on Excellence in Educational Administration recommends changes that would remodel the way administrators are trained and "substantially" reform the systems that license them.

The 55-page report, "Leaders for America's Schools," augments recent recommendations for improving the schools by placing under critical scrutiny the principals and superintendents who lead them.

It calls for major changes in the way such people are educated, regulated, evaluated, and supervised.

The commission's 30-plus recommendations aspire, the report says, "to nothing less than the restructuring of a national understanding of requirements for educational leadership of the future." They are intended, it adds, "as calls to action."

The 27-member commission was established by the University Council for Educational Administration, a consortium of 50 leading research universities offering doctoral programs in school leadership. Daniel E. Griffiths, former dean of New York University's school of education, chaired the panel.

Its members included government representatives and policymakers, higher-education officials and faculty members, leaders of professional associations and unions, and businessmen. *(See related story on page 16).*

Two commissioners—Albert Shanker, president of the American Federation of Teachers, and Judith E. Lanier, dean of the college of education at Michigan State University—declined to endorse the report. Both Mr. Shanker and Ms. Lanier were members of the Carnegie Task Force on Teaching as a Profession, and both serve on the planning group charged with establishing a national certification board for teachers.

"We have really been thinking seriously about the need to reform teaching and teacher education, and we need similar kinds of in-depth analyses about the changes that need to occur in educational administration," said Ms. Lanier, who is also chairman of the Holmes Group, a consortium of research universities working to reform teacher education.

"I just don't think the commission went far enough," she said.

According to Ms. Lanier, the commission lacked the time and resources to do the "analysis that was called for."

Mr. Shanker noted that the report in-

Continued on Page 16

Teacher Recruitment, Selection Procedures Outdated, Study Says

By Blake Rodman

Despite a predicted national teacher shortage, many school districts are still relying on the selection, hiring, and placement practices they used when job candidates were plentiful, according to a study released this week by the RAND Corporation.

And such practices, the study says, often impede the selection and discourage the retention of qualified new teachers.

The report calls teacher selection, as practiced today, "the result of . . . historical accident and political compromise," as well as planning.

To meet the growing demand for new teachers, it argues, many districts will have to revise current procedures "to enhance the prospects for attracting, selecting, and retaining well-qualified recruits."

But for such improvement to occur, districts will have to surmount a variety of obstacles, according to the report, including detailed state-certification requirements, lengthy and cumbersome screening procedures, poor timing, and inappropriate placement decisions.

A combination of these factors, the study found, frequently leads school officials to hire persistent local applicants, rather than better-qualified candidates from outside the immediate geographic area.

Based on case studies of six representative school districts, the 102-page report, "Effective Teacher Selection: From Recruit-

Continued on Page 20

Educators Are Unsure of Implications Of Immigration Reforms for Districts

By Ellen Flax

As federal officials move to implement the landmark Immigration Reform and Control Act of 1986, educators are attempting to assess its potential consequences for the schools.

"It's too soon to know how this is affecting people," said Lori Orum, director of the innovative-education project for the National Council of La Raza, a Hispanic civil-rights group. "There is a great deal of confusion on the part of schools."

The long-debated measure signed into law late last year requires schools, like other employers, to verify that employees hired since Nov. 7, 1986, are eligible to work in the United States. The U.S. Immigration and Naturalization Service will begin enforcing that provision in June.

But for school districts with large numbers of foreign-born students, the law's effects are likely to be felt beyond the personnel office, immigration experts predict.

For example, they say, school officials should be prepared to help students who are illegal aliens, and their parents, meet the specifications set out by the I.N.S. to qualify for amnesty under the new law.

In some districts, administrators say they are gearing up to handle an expected

Continued on Page 17

Business and School Leaders, Citing New Study, Call for Massive Effort To Lift Literacy Levels

By Robert Rothman

Leaders from the business and education communities issued a joint call last week for American institutions of all varieties to join with schools in a nationwide effort to improve literacy skills, particularly among the disadvantaged.

At a New York City press conference called to release the latest in a series of reports from the National Assessment of Educational Progress on the problem, speakers said that the demands of an increasingly complex society made such concerted action mandatory.

"Schools will deliver whatever we expect of them," said Archie E. Lapointe, NAEP's executive director. "If we send a clear signal, as a society, that higher skills are necessary for all segments of the population, we can expect things to happen."

"It is an educational problem, situated in schools, and the education community bears the heaviest burden," said Sol Hurwitz, senior vice president of the Committee for Economic Development. "But it goes beyond the conventional limits of what we consider education."

He predicted that businesses would em-

Continued on Page 16

Also in the news

5 **Solution to Dropout Problem Seen Elusive and Expensive**
It is not a lack of knowledge that hinders efforts to lower the dropout rate, a new study asserts, but rather a lack of money, will, and cooperation.

8 **Secular-Humanism Controversy Heads for Appeals Court**
Despite intense pressure to drop the case, the Alabama Board of Education has voted to appeal a decision banning the use of 44 textbooks in state classrooms.

12 **Most States Consider Helping Parents Foot Tuition Bill**
Lawmakers in some 40 states are weighing plans that would allow parents to invest a lump sum now to pay for their children's college tuition in the future.

IN SUMMARY

Comparable Worth
Professionals in fields such as teaching and child care, which include a preponderance of women, are significantly "underpaid," according to a new analysis of Census Bureau data. **Story on Page 6.**

Speaking for the Liberal Arts
A coalition of selective liberal-arts colleges has warned that efforts to focus teacher education on master's programs would deter many of their graduates from choosing teaching careers. **Story on Page 10.**

Rancor and Reform
In the midst of a heated debate with the governor over education funding in California, Bill Honig, the state's school chief, has unveiled a $1.5-billion school-reform package. **Story on Page 12.**

Striking a Balance
In Massachusetts, the highest court has ruled in a home-schooling case that neither the rights of parents nor the interests of the state are paramount on issues of children's upbringing. **Story on Page 12.**

Debate Over Chapter 1 (Cont.)
House Democrats have accused the Secretary of Education of attempting to limit the cost of the Chapter 1 program by portraying it as a "poverty program." **Story on Page 15.**

Commentary 28
Events 22
Federal File 14
Marketplace 23
Private Schools 4
State Capitols 12

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 25.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions,
Subscription Problems,
and Changes of Address
Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Bill Montague, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTORS
Carol Maloney, Susan B. Schafer

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANT
Molly McSherry

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis Edge
842A State Road
Princeton, N.J. 08540
609/683-7900

WESTERN OFFICE
Arleigh Hupp
350 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

Survey Finds 55% Rise In Child-Abuse Cases

The number of reported cases of child abuse or neglect rose by 54.9 percent from 1981 to 1985, but the resources to help such children increased by less than 2 percent in the same period, according to a Congressional study.

The House Select Committee on Children, Youth, and Families surveyed the 50 state governors and the mayor of the District of Columbia for its report, "Abused Children in America: Victims of Official Abuse," released this month.

Of the 1.9 million children who were reported by those jurisdictions to have been abused or neglected in 1985, most—58.5 percent—suffered from neglect. But reports of sexual abuse showed the most rapid increase, rising by 57.7 percent from 1983 to 1984 and by 23.6 percent the following year in the 29 states that compile such data. Respondents in nearly every state said the rise in reported abuse reflected "increased public awareness" of child abuse; 60 percent also cited "deteriorating economic conditions" as a factor.

In the 31 states that also made funding information available to the panel, the public and private resources expended on child-abuse programs increased, in real terms, by 1.9 percent—or a total of $37.7-million—in the same four-year span, the survey found. The researchers said the small rise was due largely to the loss of federal funds for those services.

High Court Rejects Suit Over Agency Fees

The U.S. Supreme Court declined last week to review a ruling by an Indiana appeals court requiring 36 nonmembers to pay the local teachers' union about $190 each in lieu of dues.

The case, *Stewart* v. *New Prarie Classroom Teachers Association* (Case No. 86-554), stems from a contract provision negotiated in 1980 between the union and the New Prarie United School Corporation, which requires nonmembers to pay fees for union services provided for all teachers.

When the nonunion teachers refused to pay on the grounds that the law permitting such agency fees was illegal, the union filed suit against them in La Porte County small-claims court. The nonmembers' argument was rejected on appeal by the Indiana Court of Appeals.

When the case was returned to the small-claims court, the nonmembers objected to the formula used to apportion the $190.16 fee among the national, state, and local unions. They said forced payments of $128.45 to the Indiana State Teachers Association and $41.71 to the National Education Association violated their right to free association under the First Amendment.

The small-claims and state appeals courts both rejected that argument, and the state supreme court declined to overturn their rulings.

NATIONAL

'Pro-Family' Coalition Targets Health Issues

Leaders of a number of national groups that describe themselves as "pro-family" held a press conference in Washington last Friday to urge that public officials promote sexual abstinence among the nation's young people.

The newly formed Coalition for Teen Health, whose coordinator is the conservative activist Phyllis Schlafly, released a letter to U.S. Surgeon General C. Everett Koop calling for actions that would help "end the promiscuous society brought about by the sexual-liberation movement of the last 20 years."

The letter took aim at the campaign, led by Dr. Koop, to familiarize young Americans with condoms and other means of protection against acquired immune deficiency syndrome.

The campaign seeks to "institutionalize and validate promiscuity of both the heterosexual and homosexual varieties," the letter charges, "by means of false advertising in the media and false instruction in the schools which teach that condoms make 'casual' sex behavior acceptable and safe."

Coalition members said that Dr. Koop should urge state legislatures to "mandate all public schools to teach children to practice sexual abstinence until, as adults, they make a commitment to a monogamous, lifetime marriage."

Ms. Schlafly characterized the coalition's demands as "harmonious with public statements made by the President on this issue." Joining her in signing the letter were 55 representatives from such groups as The Roundtable, The Conservative Caucus, the National Association of Pro-America, Accuracy in Media, and the Plymouth Rock Foundation.

STATES

N.J. Plan Seeks Jobs For Urban Graduates

The New Jersey Department of Education has unveiled a plan for placing 10,000 high-school graduates from the state's 81 urban high schools in private-sector jobs by 1992.

Called "10,000 Graduates . . . 10,000 Jobs," the program is intended to "give students a tangible goal for which to strive," said Saul Cooperman, the state's commissioner of education, in announcing the initiative this month.

In addition, he said, it "will provide employers an economical way to recruit a well-prepared labor force."

Within each participating school district, a "business-services liaison" will match qualified students with available positions listed in a computerized job bank, said Edward J. Richardson, a spokesman for the department.

Officials in approximately 17 regional Private Industry Councils will identify vacancies around the state and enter them into the job bank, Mr. Richardson said.

To qualify for the program, he explained, a student must have passed the state's high-school proficiency test, maintained consistent school attendance, demonstrated good citizenship, and completed a 40-hour "employability skills" course.

The program is scheduled to place its first 1,000 graduates in jobs in June 1989.

The idea was proposed by Gov. Thomas H. Kean in his State of the State Message in January.

DISTRICTS

Los Angeles Custodians Are Charged in Thefts

Four employees of the custodial department of the Los Angeles Unified School District, including the director and the deputy director, have been charged with stealing at least $500,000 in school supplies.

According to the Los Angeles County district attorney's office, which announced the charges March 4, the employees operated a "theft ring" for three years without the knowledge of school officials.

The employees allegedly worked with a supplier of weed-killers and other chemicals. The vendor reportedly shorted orders of supplies to the district, but charged the full amount and split the profit with the employees. District officials said that the scheme also included the removal of a portion of the supplies when full orders were delivered.

Charged on counts of grand theft, embezzlement, and conspiracy were

Women and Teachers Said Among Most Underpaid

By Debra Viadero

Teachers, child-care workers, and college professors are among the most "underpaid" employees in the nation, according to a new analysis of data from the 1980 U.S. Census.

And women and minorities in those professions, the study concludes, would benefit from new "pay equity" plans designed to equalize the pay men, women, and members of minority groups receive for comparable jobs, education levels, and experience.

The new study, prepared by the National Committee on Pay Equity, a coalition of labor, women's, and civil-rights groups, is the most pointed in its criticism of occupational pay scales of two reports issued this month on the economic status of women.

On March 3, the U.S. Census Bureau released its own study, "Women in the American Economy," saying that, although American women have more and better jobs than ever before, they remain concentrated in low-paying occupations.

In 1984, the Census Bureau report states, women who worked year round, full time, earned about 64 percent of what men earned—an increase from 59 percent in 1970.

'Underpaid' Teachers

Both reports have significance for the teaching profession, said educators and authors of the studies. Women account for 60.8 percent of all elementary-school teachers and 39.3 percent of secondary-school teachers, according to the N.C.P.E. study.

The Census Bureau report states, in fact, that in 1979, every sixth woman 35 to 44 years old with five or more years of college was an elementary-school teacher.

"It was seen as a woman's job, historically," said Ruth Whitman, a spokesman for the American Federation of Teachers, the nation's second-largest teachers' union.

The N.C.P.E. study, which was funded by the Ford Foundation, goes a step further than the Census Bureau report in assessing the meaning of such numbers.

The pay-equity group calculates what women in the cited professions would earn if, in its view, they were properly compensated for their educational levels and experience. In the resulting list of the 25 most "underpaid" occupations, elementary-school teachers ranked 10th and secondary-school teachers 13th. Professionals in both fields would earn, under the N.C.P.E. formula, about $10,000 more annually.

Child-care workers, who were ranked as the second most underpaid, would double their average salary of $7,119 a year, the group said, if they were rewarded for their training and education.

College professors—only 21.3 percent of whom are women—were the least underpaid on the list, with a gap of $13,000 between what they earn now and could earn under the study's compensation formula.

"I think the reason there's a shortage of teachers is because they're so underpaid," said Claudia Wayne, executive director of the N.C.P.E..

The gaps between achievement and compensation, she said, are even greater for minority women in all jobs for which females constitute the majority of the work force. The study also measured wage differences between the salaries of white men and minority men, finding that the salaries of black and Hispanic men were 73 percent and 72 percent, respectively, of those of white men.

The primary reason for such disparities is discrimination, the study asserts. "While pay equity is not the total answer," it says, "we, nevertheless, conclude it is a significant step toward closing the wage gap."

Pay-Equity Plans

Spokesmen for the A.F.T. and the National Education Association said that both studies confirm what they have been saying for years: that teachers are not being paid enough.

"If it was the other way around, and 70 percent of all teachers were male, I think salaries would have been up a long time ago," said Howard Carroll, a spokesman for the N.E.A.

However, while both organizations have supported the concept of pay equity—or "comparable worth," as it is also called—the campaign to restructure compensation systems along those lines is of lower priority for the unions than the need to improve the status of teachers through current education-reform efforts.

"We support the concept of compa-

Continued on Page 11

Rank of Occupations of Women: 1980

Women 18 years and over with earnings in 1979 who worked year-round, full-time in the experienced labor force

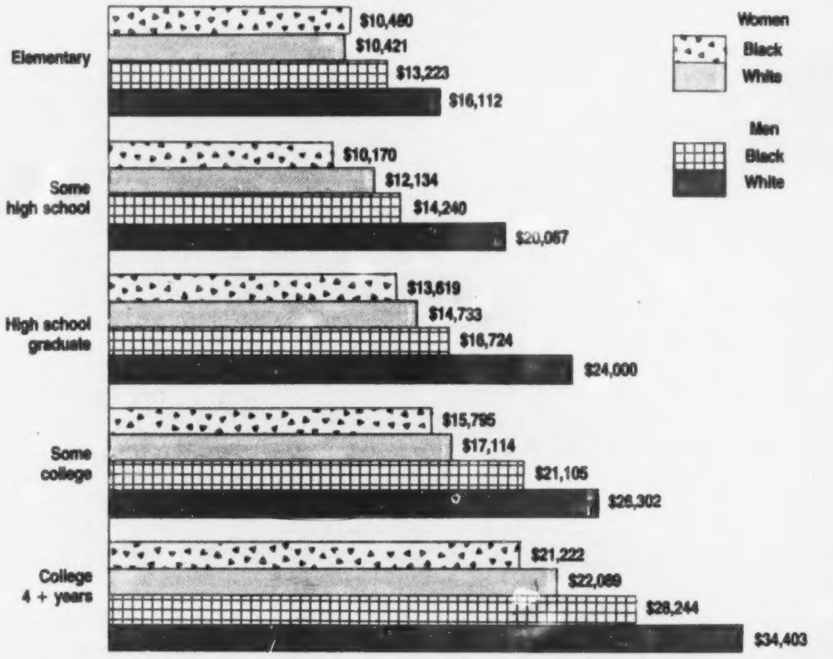
Rank	Occupation	Number With Earnings	Percent	Cumulative Number	Cumulative Percent	Annual Earnings: Mean Dollars	Annual Earnings: Rank*
	Women, 18 years and over	19,563,254	100.0%	NA	NA	$11,051	(221)
1	Secretaries	2,299,268	11.8	2,299,268	11.8	10,622	245
2	Bookkeepers, accounting & auditing clerks	941,889	4.8	3,241,157	16.6	10,420	258
3	Managers & administrators, n.e.c.	908,962	4.6	4,150,119	21.2	13,952	105
4	General office clerks	707,031	3.6	4,857,150	24.8	10,160	270
5	Registered nurses	633,030	3.2	5,490,180	28.1	14,834	80
6	Nursing aides, attendants, orderlies	523,673	2.7	6,013,853	30.7	8,433	371
7	Assemblers	420,019	2.1	6,433,872	32.9	10,021	280
8	Cashiers	372,426	1.9	6,806,298	34.8	8,777	358
9	Textile sewing-machine operators	364,808	1.9	7,171,106	36.7	7,464	402
10	**Teachers, elementary**	**340,397**	**1.7**	**7,511,503**	**38.4**	**13,411**	**121**
11	Typists	332,860	1.7	7,844,363	40.1	9,553	316
12	Sales workers, other commodities	315,384	1.6	8,159,747	41.7	8,130	385
13	Supervisors, general office	281,505	1.4	8,441,252	43.1	13,093	134
14	Supervisors, sales occupations	268,783	1.4	8,710,035	44.5	10,848	232
15	Accountants & auditors	261,714	1.3	8,971,749	45.9	13,629	111
16	Machine operators, not specialty	251,640	1.3	9,223,389	47.1	9,815	292
17	Bank tellers	245,789	1.3	9,469,178	48.4	8,458	370
18	Waiters & waitresses	234,769	1.2	9,703,947	49.6	6,554	416
19	Production inspectors, checkers, examiners	223,749	1.1	9,927,696	50.7	10,481	254
20	Data entry keyers	212,932	1.1	10,140,628	51.8	10,217	266

* Of 421 occupations ranked.

SOURCE: U.S. Department of Commerce, Bureau of the Census, "Changes in Occupational Sex Segregation During the 1970's," unpublished.

Median Income of Year-Round, Full-Time Workers, by Educational Attainment: 1985

(Income in 1984 for persons 25 years old and over)



Source: U.S. Department of Commerce

Four Teen-Agers Die in Apparent 'Suicide Pact'

By Debra Viadero

In what some experts are calling a tragedy of unusual proportions, four teen-agers in Bergenfield, N.J., killed themselves last Wednesday in an apparent "suicide pact."

The teen-agers—two sisters and two young men—were found at about 6:27 A.M., seated in a car with the engine running inside a locked garage. All four apparently died of carbon-monoxide poisoning, police said.

According to a press release issued by the Bergen County prosecutor, a lengthy suicide note was found written on a paper bag beside the teen-agers. Signed by all four, the note was apparently composed, in parts, by each of the youngsters, police said.

The youths were identified as: Thomas Olton, 18, who was found in the driver's seat; Thomas Rizzo, 19; Cheryl Burress, 17, and her sister, Lisa, 16. Mr. Rizzo and the Burress sisters were found in the back seat of the car.

According to Willard Burkart, who is chief of police in the city of 27,000, Mr. Olton and Mr. Rizzo also had scars—some fresh and some older—on their wrists from possible previous suicide attempts. Razor blades were also found in the car.

All but the youngest, Lisa Burress, had dropped out of Bergenfield High School before graduation, he said. Ms. Burress was reportedly suspended from her classes at the high school.

"Other than that, they hadn't been in any kind of trouble that we would have a record of," he said. "Everybody is shocked about the whole thing."

'Unusual' Tragedy

Suicide experts contacted last week said the incident was unusual because so many youths were involved.

"It's the first time any of us in the field are aware of four teens committing suicide together," said Charlotte Ross, executive director of the Youth Suicide National Center. But suicide pacts—usually made between two people—are not uncommon, she and other experts said.

"It can be either boyfriend and girlfriend or two girls," said Pamela Cantor, a clinical psychologist and president of the National Committee on Youth Suicide. "It could be anything."

Now widely recognized as a major problem among young people, suicide became the second leading cause of death in that age group—behind only accidents—in 1984.

Yet, although the suicide rate among young people has tripled over the last 30 years—doubling since 1960—the numbers appear to have stabilized after 1980, Ms. Ross said. In 1984, for example, 5,024 people between the ages of 15 and 24 killed themselves, she said. Four years earlier, the figure was 5,239.

Other experts speculated that the deaths in Bergenfield might—in an indirect way—lend credence to theories that youth suicide is "contagious," and that media reports of suicides may encourage others to do the same. Such a phenomenon, some experts have postulated, may account for the widely publicized "cluster" suicides in Westchester County, N.Y.; Plano, Texas; Golden, Colo.; and other communities. *(See Education Week, June 18, 1986.)*

In Bergenfield, Chief Burkart said, the suicides followed four other sudden deaths of teen-agers in the community over the last year. One boy died after he slipped off the Palisades cliffs and into the Hudson River. Two others were struck by a train while sitting on the railroad tracks, and another drowned, he said.

Though the Palisades incident was ruled to be accidental, Chief Burkart said, police are still unsure about the others. "We don't know if they were drunk or on drugs, if they

Continued on Page 20

Multidimensional Approach to Dropout Problem Urged

Continued from Page 5

dents drop out. But studies have estimated that between 12 percent and 24 percent of black students do so. Some estimates suggest that as many as 40 percent of Hispanic students and 48 percent of Native Americans leave school before graduation.

- Self-reported differences in dropout rates also occur by region and by city size. Southwestern states, for example, suffered dropout rates as high as 21 percent, compared with 9 percent in Northwestern states. Dropout rates were twice as high in large cities as in small cities (25 percent versus 13 percent).
- A scarcity of resources in some high schools may also lead to a higher dropout rate. For example, when the education analyst Harold Hodgkinson examined state retention rates in 1985, he found that dropout rates for schools with the most favorable teacher-to-student ratios were less than two-thirds of those for schools with the worst ratios.

Data Lacking

The report also criticizes school districts for keeping inaccurate and incomplete data on school dropouts.

"Among the thousands of school districts in the United States," it notes, "it sometimes seems no two count dropouts in the same way."

In many localities, the report adds, no central statewide or citywide authority rigorously scrutinizes such data. As a result, students who leave school often are not reflected in enrollment statistics.

"The underestimation of the dropout rate on the local level raises serious issues of public accountability," it concludes. "Until a uniform and accurate system of calculating the dropout rate is developed by local school systems, dropout-prevention efforts will continue to be directed toward a small number of 'troubled teens,' rather than the majority of students in some inner-city schools who will leave or are at risk of leaving before commencement day."

Dissenting View

In a statement included with the report, Michael A. Bailin, president of Public/Private Ventures and a member of the study's advisory committee, took exception to the authors' conclusions on two counts.

He argued, first, that "we do not have adequate research—either regarding implementation or impact—on which to base a judgment regarding many of the programs and policies recommended." Second, he said, developing comprehensive and integrated services for dropouts will be extremely difficult, and the report fails to develop a coherent framework for its "disparate listing of remedies."

The experience of his own organization, he wrote, "is that the separate goals, procedures, and identities of the various youth-servicing institutions—in short, their 'turf'—are critical barriers to achieving integration and coordination."

"In fact," Mr. Bailin said, "these barriers are equal to, if not greater than, the problems of resources and commitment."

Ms. Danzberger admitted that the level of collaboration called for in the report would be hard to obtain. But she argued that "if this is a problem that is important, possibly even threatening, to our social structure as well as our economy," society has "reached a point where there simply has to be a different structure" for serving at-risk youths.

Copies of the report may be obtained for $7.50 each, $4.50 for 10 to 25 copies, or $4.00 for 26 copies or more, from the Publications Department, I.E.L., 1001 Connecticut Avenue, N.W., #310, Washington, D.C. 20036, or by calling (202) 822-8405.

Women, Teachers Said Among Most Underpaid

Continued from Page 6

rable worth, but that's not the vehicle to solve this problem," Mr. Carroll said. "We would support salary increases tied to the concept of excellence and improving the quality of teaching."

Added Ms. Whitman of the A.F.T.: "We see it as something that goes beyond comparable worth."

According to Ms. Wayne of the N.C.P.E., 27 states "have done or are doing" job-evaluation studies to determine if sex has been a factor in their compensation systems. Three states and the District of Columbia are also assessing the role of race in such systems, and 17 states have begun to implement pay-equity plans.

So far, most of those plans have addressed state-government employment systems, and not local jurisdictions, which most often employ teachers. One exception is Minnesota, where a legislative mandate requires all public employers in the state to devise and install a comparable-worth program.

But, according to Lee Anderson, a consultant who has drawn up such plans for school systems in St. Paul, Minneapolis, and several nearby suburbs, few teachers have gotten pay raises in those cities as a result of new comparable-worth plans.

"Food-service workers, clerical groups, instructional aides, and supervisory aides seem to get most of the increases," said Mr. Anderson. Unlike the N.C.P.E. study, which takes a national view, comparable-worth plans in Minnesota weigh inequities within their own systems, he added.

In contrast to the N.C.P.E. study, the Census Bureau report draws no sharp conclusions about widespread discrimination in the workplace, pay equity, or other controversial issues.

"There is a gap in the wages of males and females, but neither the reasons for it nor the extent of it can be precisely stated," the study's authors, Cynthia M. Taeuber and Victor Valdisera concluded.

Among the possible reasons they list for the segregation of women in lower-paying jobs are: the pressures of family responsibility, which force women to miss more work, accept flexible but lower-paying jobs, or spend less time earning seniority with a single employer; the predilection of women for fields of study that lead to lower-paying jobs; and some discrimination on the part of male management-level employers, who "tend to choose people they are comfortable with."

The median income of women working full time in 1984 was $15,600, compared with $24,004 for men, that study says.

Copies of "Women in the American Economy" are available for sale from the U.S. Government Printing Office, Washington, D.C. 20402. The report is listed as Series P-23, No. 146, of the U.S. Bureau of the Census's Current Population Reports.

The N.C.P.E. study, titled "Pay Equity: An Issue of Race, Ethnicity, *And* Sex," can be obtained at a cost of $14.95 for nonmembers or $9.95 for members by writing the National Committee on Pay Equity, 1201 16th St., N.W., Washington, D.C. 20036, or calling (202) 802-7304. Executive summaries of the report are also available for $4.

CONSTANCE BROWN

Researchers say female teachers would earn about $10,000 more annually under comparable-worth laws.

Effective Schools
6TH ANNUAL RON EDMONDS SCHOOL
IMPROVEMENT SUMMER INSTITUTE
June 23 - 26, 1987
A 4-day intensive training session featuring both researchers and practitioners who employ the Correlates of Effective Schools in school improvement efforts.
Contact:
Drs. Lawrence W. Lezotte or Beverly A. Bancroft
403 Erickson Hall, P.O. Box 426
Okemos, Michigan 48864
(517) 353-9024
DESCRIPTIVE BROCHURE AVAILABLE . . .

A landmark book for educators in all disciplines . . .

TEACHING AND THE CASE METHOD

"This book describes and creates a technology or method of learning that is breathtakingly simple, yet as rich in theoretical nuance and complex in practice as its subject matter: the art of teaching."
Michael J. Kelly, Dean
University of Maryland
School of Law

Harvard Business School
Publishing Division
Boston, Massachusetts 02163
617 · 495 · 6117

by C. Roland Christensen
with Abby J. Hansen

Interest in teaching and teachers has increased dramatically over the last few years and active, student-involved teaching methods are replacing the traditional dependence on lecturing.

Harvard University professor C. Roland Christensen has devoted nearly two decades to researching, analyzing, and articulating the broad dimensions of case method teaching. This book is the culmination of his experience and insight. It includes text, cases, and readings for two seminar programs – one aimed at liberal arts instructors, the other at educators in professional schools. An *Instructor's Guide* is also available for each seminar module.

Teaching and the Case Method will bring useful insights for new instructors who want to become effective discussion leaders. For experienced educators, it will bring new perspectives and renewed enthusiasm for the craft of teaching.

$29.95 Order No. 9-387-001

Please send me _____ *Teaching and the Case Method* (No. 9-387-001) @ $29.95 each.

☐ Please bill me, plus 10% shipping and handling.
☐ Payment enclosed (no shipping and handling charge).
☐ Please charge my purchase (no shipping and handling charge) to:
☐ Visa ☐ MasterCard
Card # ____________
Exp. Date ____________
Signature ____________
☐ Please send me information on the *Instructor's Guide.*

To order, complete this form and mail to:
Harvard Business School, Publishing Division, Operations Department, Boston, Massachusetts 02163
359

Name ____________
Title ____________
Organization ____________
Street (Sorry, no P.O. Box) ____________
City ____________
State ____________ Zip ____________
Telephone ____________

3/24/87 R4800-2 A

THIS WEEK'S FORUM: PAGE 18

EDUCATION WEEK

American Education's Newspaper of Record / $2.00
Volume VI, Number 26 · March 25, 1987
© 1987 Editorial Projects in Education

Federal Guidelines For AIDS Courses Stress Abstinence

Reagan Plan 'Too Little, Too Late,' Critics Say

By Debra Viadero

WASHINGTON—The Reagan Administration last week released a long-awaited national plan for AIDS education that emphasizes teaching students to avoid the disease by postponing sex until marriage.

Those who do not abstain from sex, the plan adds in a separate section, should know that using condoms "can reduce the risk of transmission of the AIDS virus."

The Administration's blueprint for educating the public on acquired immune deficiency syndrome also promises the development of curricular guidelines for AIDS instruction in the schools, new programs for black and Hispanic youths, and a computerized bibliography of materials on the deadly disease. Those and other elements of the plan would be used as local communities saw fit.

The unexpected release of the document on March 16 followed six months of preparation by federal agencies. That process was marked by considerable debate over the extent to which the plan should stress the role of traditional moral values in halting the spread of the disease.

Secretary of Health and Human Services Otis R. Bowen made the plan public just hours after members of the Congress, speaking at a hearing, chided federal health officials for not moving faster to develop an AIDS-education strategy.

Critics of the federal government's role so far in addressing the AIDS epidemic were quick to describe the strategy as "too little,

Continued on Page 15

Meese Supports Plan To Require Teachers To Take Drug Tests

By Tom Mirga

WASHINGTON—The Reagan Administration last week asked New York State's highest court to uphold a Long Island school district's controversial plan to require probationary teachers to submit to drug tests as a condition of obtaining tenure.

In papers filed in a lawsuit that is being watched closely by educators nationwide, the Administration argues that courts should grant school authorities "broad discretion" in determining whether teachers should be tested for use of illegal drugs.

"We in the Department of Justice view freedom from drugs as a valid condition of employment for school teachers," said Attorney General Edwin Meese 3rd during a March 19 speech at the University of Mississippi, at which he announced the Admin-

Continued on Page 11

Bennett Panel Urges Major Expansion of NAEP

By Lynn Olson

WASHINGTON—Plans for a radically more ambitious and expensive version of the nation's "report card" on student achievement were unveiled last week by a blue-ribbon panel convened by Secretary of Education William J. Bennett.

In its report, the 22-member study group advocates redesigning the National Assessment of Educational Progress to provide state-by-state data, measure learning in more core subjects, include out-of-school 17-year-olds, and provide a larger sampling of private-school students.

The panel also recommended a new governance structure for NAEP that would place its future direction in the hands of an independent council "buffered from manipulation by any individual, level of government, or special-interest group in the field of education."

Such changes would "vastly improve our ability to keep track of what our children know and can do," the study group argues in "The Nation's Report Card: Improving the Assessment of Student Achievement."

Current assessments, it states, "are not producing answers to the questions most often asked at this moment in history by parents, by concerned citizens, and by educators."

At a press conference held here to release the report, Mr. Bennett warmly endorsed the panel's work. Few reform proposals of the 1980's, he said, would have a "more significant long-term impact" on education in the United States.

"While I still want to study the details," the Secretary said, "I certainly intend to move forward with legislation and to seek authorization to put an improved report card into the nation's hands."

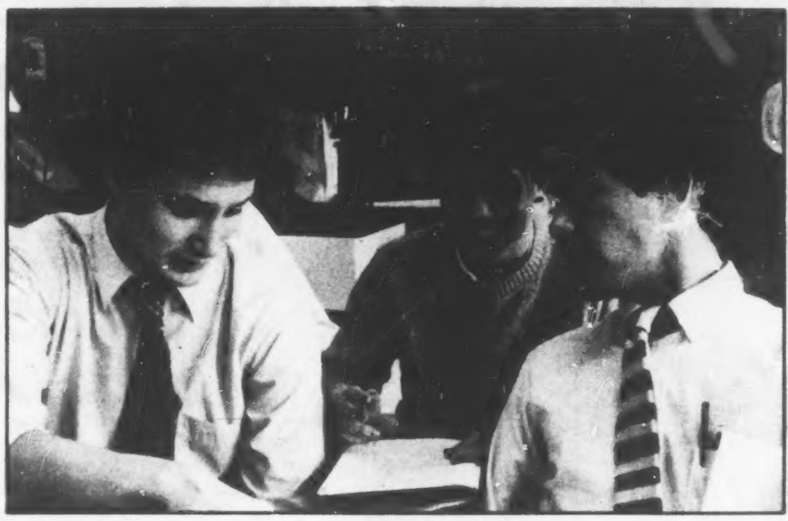
Mr. Bennett said he needed more time to consider the panel's proposal that annual federal funding for NAEP be increased fivefold, from about $5 million to $26 million.

But he added: "We want to go ahead with this. I will be looking for the money. . . . I am pledging today a serious and earnest effort on our part to find whatever monies we can."

According to the panel, the budget it has proposed is a "minuscule sum within an elementary and secondary education system that is spending approximately $170 billion this year."

It urged quick adoption of its recommendations, noting that it would be a number of years between the redesign of the assessment and the availability of test results based on those changes.

Continued on Page 8


NATIONAL CATHOLIC EDUCATIONAL ASSOCIATION

Students in Catholic schools are finding that AIDS-education courses vary widely among parishes and dioceses, and may be unavailable in many.

Catholic Schools Attempt To Balance Sex Education With Church Doctrine

By Debra Viadero

Two years ago, when the Rev. Matthew Kawiak, a parish priest, published *Parents Talk Love*, it seemed as if he had solved an age-old dilemma for Roman Catholics: how to integrate responsible sex education with church teachings.

The book, a parents' guide written by Father Kawiak with a Catholic high-school teacher, was published by a major Catholic publishing house, gained a favorable review from a national Catholic news service, and bore the imprimatur of the Bishop of Rochester, N.Y.

But last December, the book's fortunes began to turn. And that turning, for some, provides a subtle indication of the new dilemmas Catholic educators face as they try to formulate an AIDS-education program for their schools.

After receiving a critical letter from the Vatican, Bishop Matthew Clark of Rochester removed his imprimatur from *Parents Talk Love*. The imprimatur—Latin for "let it be printed"—designates that the contents of the book do not conflict with church doctrine.

But Father Kawiak, an associate pastor at St. John the Evangelist Church in Greece, N.Y., maintains that the book "never disagreed with the Church."

It simply states facts, he said in an inter-

Continued on Page 15

Administrators' Union Attempts To Halt Shift Of Managerial Responsibilities to Teachers

By Blake Rodman

In a new conflict over the proper lines of authority in schools, a national union of administrators is seeking to halt efforts by the American Federation of Teachers to turn over to teachers responsibilities traditionally held by principals.

Arguing that those efforts pose "a serious threat" to school leaders, the executive board of the 10,000-member American Federation of School Administrators voted last month to file a grievance against the teachers' union with the A.F.L.-C.I.O., with which both unions are affiliated.

In advocating the transfer of responsibilities from members of one affiliate to those of another, the A.F.T. is violating the constitution of the A.F.L.-C.I.O., said Ted Elsberg, executive vice president of the administrators' group.

Although the dispute is in some ways a classic inter-union struggle, the complaint

Continued on Page 13

Negative Peer Pressure Said To Inhibit Black Student Achievement

By William Snider

A study of student attitudes in a predominantly black Washington high school has added new evidence to support a theory currently under debate that sociological factors beyond discrimination may be contributing to poor minority achievement rates in school.

In a study published this month in the journal *Urban Review*, two black anthropologists say that "negative peer pressure" causes many black students to perform below the level that standardized test scores indicate they should.

The researchers maintain that excelling in an arena seen as dominated by white values and expectations puts black students in jeopardy of being accused of "acting white."

Such students, they say, "do not put forth the necessary effort and perseverance in

Continued on Page 14

IN SUMMARY

Getting 'In Front of Change'
Citing its desire to avoid a "reactive" stance toward public-school reforms, a coalition of 14 private-school groups is launching an "action-oriented" study of issues in private education. **Story on Page 6.**

Children Without Homes
A new study of homeless children has found that 43 percent of them were not attending school, and that they were more likely to be abused than those in the general population. **Story on Page 6.**

A Call for Choice
Louisiana parents would be able to apply state funds toward their children's tuition at any eligible public or private school, under a voucher plan proposed by a major business group. **Story on Page 7.**

Fallout From a Decision
At least two lawsuits and 13 administrative-law proceedings charging discrimination by school districts have been dismissed since the U.S. Supreme Court's *Grove City* ruling, a report says. **Story on Page 10.**

A Ringing Endorsement
In a joint appearance on Capitol Hill, five top corporate executives have testified that the need for the federal Chapter 1 program "may be greater now than at any time in the past 20 years." **Story on Page 11.**

Bilingual Benefits
Bilingual education "improves both academic achievement and English proficiency," concludes a new report issued by the Association for Supervision and Curriculum Development. **Story on Page 16.**

Commentary 24
Letters 17
Marketplace 19
Media 4

FORUM
"Education Reform — Another Look" Education Commission of the States.
Statement on Page 18

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43306. Volume VI, Issue 26.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:
Education Week
Post Office Box 1939
Marion, Ohio 43306

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewis
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Bill Montague, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewis

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTOR
Carol Maloney

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANT
Molly McSherry

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis Edge
842A State Road
Princeton, N.J. 08540
609/683-7900

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43306.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

NATIONAL

Middle Schools Needed, Parents, Principals Say

School principals and parents of younger adolescents believe that middle schools are the best educational setting for students in grades 6-9, a new survey indicates.

More than 90 percent of the 324 middle-school principals and the 53 parents of middle-school students responding to a poll by the National Association of Secondary School Principals said that such students have "unique needs because of their age" and should be taught in a "special setting" separate from elementary or high schools.

In addition, some 90 percent of the parents and 75 percent of the principals favored special training and certification for middle-school teachers and principals.

The survey's findings, released this month, reflect an awareness that children in the early years of adolescence are going through a "traumatic" phase in their lives and that their schooling should be tailored accordingly, said George Melton, deputy executive director of NASSP.

Many of the roughly 12,000 junior high, intermediate, and middle schools in the nation "are run too much like little high schools or senior elementary programs," he said.

Black Panel Favors Public, Private Efforts

A group of prominent black scholars argues in a new report that "one-sided emphases and single-minded approaches . . . are simplistic and utterly inadequate" in addressing the problems facing black Americans.

The authors attempt to bridge what they see as a rift between black leaders by calling for "a judicious, concurrent, and sustained mix of *both* black self-help efforts and public and private assistance" to help the "so-called black underclass."

"Black Initiative and Governmental Responsibility," released this month, is the second policy paper developed by the Committee on Policy for Racial Justice, a group of some 30 scholars based at the Joint Center for Political Studies.

John Hope Franklin, the Duke University historian, and Eleanor Holmes Norton, former chairman of the U.S. Equal Employment Opportunity Commission and now a Georgetown University law professor, serve as co-chairmen of the committee.

In addition to calling for more efforts by the private sector, the panel advocates the following government initiatives:

- Creation of a comprehensive child-development program for disadvantaged preschoolers.
- Designing school-to-work transition programs to address the high dropout and jobless rates among black teen-agers.
- Expansion of federal aid to education in an effort to close the gap in academic performance between disadvantaged youths and the school-age population as a whole.

Copies of the report can be ordered for $6.95 each by writing the Joint Center for Political Studies, Publications Office, 1301 Pennsylvania Ave., N.W:, Suite 400, Washington, D.C. 20004, or by calling (202) 626-3500.

E.C.S. Project To Focus On 'At Risk' Students

Helping states develop policies for students "at risk" for school failure will be the focus of a two-year project announced last week by officials of the Education Commission of the States .

The project will concentrate on the role of schools in educating such students and in coordinating services for them with other agencies.

"The problem of at-risk students isn't just a problem of minority teens, but of all teens; not just of urban students, but rural; not just a minor annoyance, but a major epidemic," said Frank Newman, president of the E.C.S., in making the announcement.

He argued that schools are the only institutions of "sufficient scale, geographical distribution, and community connection to be the central agency in addressing this problem."

The E.C.S. program, funded with a $354,000 grant from the Carnegie Corporation of New York, will analyze existing state efforts to serve at-risk youths, examine the effects of current educational practices on such students, hold state and national forums for policymakers, and provide direct assistance to several states in developing, strengthening, and carrying out policies and programs to help at-risk students.

Study Urges Abolishing Student-Loan Subsidies

The federal government should eliminate subsidies for guaranteed student loans, and make the program available to students from all income levels, according to a study of federal credit programs released last week by the Brookings Institution.

"Our evaluation suggests that the student-loan program does encourage enrollments, but that at least 75 percent of the subsidies go to students who would have attended college without the program," the study found. "Thus it has become an expensive way of promoting higher education."

The report notes that the subsidies, which account for roughly half of the $3.2-billion cost of the program, are more costly to taxpayers than loan defaults. Reducing those costs, it argues, would free up funds for grants, which could be targeted to disadvantaged groups.

In addition, the report concludes, allowing all families to participate in the program would "ensure that an inability to borrow [would] not restrict education decisions."

The 214-page report, "The Economics of Federal Credit Programs," was written by Barry P. Bosworth, Andrew S. Carron, and Elisabeth H. Rhyne. Copies are available for $26.95 each in cloth, or $9.95 in paper, from the Brookings Institution, 1775 Massachusetts Avenue, N.W., Washington, D.C. 20036.

STATES

Calif. Board Approves Sex-Education Policy

The California State Board of Education has approved new sex-education guidelines that stress sexual abstinence and include a controversial statement on homosexuality.

The board voted 6 to 4 this month to adopt recommendations on teaching students in kindergarten through 12th grade about sex, family life, and health. The guidelines are not binding on the state's 1,028 school districts, said Susan Lange, a spokesman for Bill Honig, the state superintendent of public instruction.

The board's vote was preceded by two hours of rancorous debate over a section of the guidelines regarding the discussion of homosexuality in junior-high-school and high-school classrooms.

Mr. Honig had contended that the section, as originally written, encouraged "gay-bashing."

At his insistence, it was amended to recommend that such discussions "affirm the dignity of all individuals," including homosexuals, while reaffirming "family values and monogamous, heterosexual relationships."

Citizens' groups that sought to ban any mention of homosexuality in the guidelines criticized the board's decision. "It is quite clear to me that the homosexual community has a great deal of influence on the state board of education," said Ezola Foster, executive director of Black Americans for Family Values.

Retool Job Training, N.C. Study Concludes

North Carolina's vocational-education programs should place more emphasis on training all students for the world of work, and less on training them for particular occupations, a study prepared for the state legislature has concluded.

"Since most students are not going on to a four-year college or university, the curriculum should be oriented more than it is now to the world of work," said J. Lamarr Cox, a researcher at the Research Triangle Institute's center for educational studies, which prepared the report.

Louisiana Businesses Urge Vouchers

By Lynn Olson

The largest business association in Louisiana is urging the state to consider a system of tuition vouchers for public and private education.

Under the "Right to Learn" proposal unveiled by the Louisiana Association of Business and Industry this month, parents could choose to take their children's share of state education funding and apply it toward the cost of attending any eligible school.

The vouchers would be worth approximately $1,200 for elementary-school students and $1,500 for high-school students, according to Jackie Ducote, the group's executive vice president. She said the association was promoting the plan, which has not yet been introduced in the legislature, because "we've just had a growing level of frustration at our inability to do anything to change the educational system."

"The bottom line is that our students are at the bottom on almost any measure of educational achievement that anybody has," she said.

More than 40 percent of the state's 9th graders drop out before high-school graduation, according to Ms. Ducote, and 51 percent of its college freshmen are in remedial courses.

She predicted that adoption of a voucher system would improve that situation by increasing competition and choice among schools. Some 15 percent of Louisiana schoolchildren already attend nonpublic schools.

Opposition Expected

The association is sponsoring a series of four public hearings across the state next month to discuss its proposal, which was based on research conducted with the help of a grant from the U.S. Education Department.

Ms. Ducote said she expects staunch opposition to the plan from the state's education community.

Virginia L. Budd, president of the Louisiana Association of Educators, an affiliate of the National Education Association, last week described the voucher proposal as a "panacea" that "won't cure the problems we have."

Moreover, she said, the union has "grave concerns" about a voucher system that would funnel public funds into private schools, particularly given the state's "horrendous" fiscal condition.

Louisiana's minimum-foundation program, which finances elementary and secondary schooling, has been cut by nearly $100 million in the past year to reduce the state's mounting budget deficit.

Both the L.A.E. and the Louisiana Federation of Teachers have filed suits in an effort to restore some of those funds to local school districts.

"We feel that this is an extremely bad time to even suggest" a voucher program, Ms. Budd said. Such a program, she argued, would "drain funds that are already sorely needed for public education to private education."

"We also feel that there's a question of separation of church and state here," she added. "Our basic premise is public schools, public dollars; private schools, private dollars."

Program's Requirements

Under the business association's plan, public or private "schools of choice" would become eligible to receive voucher money by agreeing to:

- Reserve 25 percent of their new admissions each year for minority students, and to admit those students regardless of general admissions requirements.
- Help low-income families by accepting the vouchers as full payment for up to 20 percent of their students.
- Release data on how students at each grade level perform on national norm-referenced tests.
- Meet the same standards that nonpublic schools in Louisiana now must meet to receive state aid, including those relating to high-school graduation requirements.

At present, state-approved nonpublic schools in Louisiana can receive assistance to help cover such expenses as transportation and school lunches.

According to Ms. Ducote, the requirements would apply both to "schools of choice" created by local public-school systems and to private and religious schools. Parents or others could petition local school boards to create such schools within the public sector, she said.

The business association's research on the legal constraints and financing of voucher plans was supported with a $89,913 grant from the U.S. Education Department.

In March of last year, Secretary of Education William J. Bennett awarded more than $2.5 million in grants under a discretionary-grant competition focused on the themes of choice, content, and character.

The board of directors of the association, which represents some 5,000 companies across the state, has not endorsed the plan's specifics, according to Ms. Ducote.

"It's not a final proposal that we will introduce in the legislature," which begins its 1987 session next month, she said. But she added that the organization may develop such legislation at a later date.

Most Students Are Satisfied With Schools, Survey Shows

Despite the concern among adults over the quality of precollegiate education, a new nationwide survey indicates that most schoolchildren are satisfied with the instruction they receive.

According to the survey, 48 percent of the 1,000 students aged 8-to-17 who were interviewed said their schools deserved a grade of "B" for educational quality. Another 29 percent said their schools rated an "A." Overall, 84 percent of the children said they were satisfied with their school.

The poll, which was released earlier this month, is one of only a few designed to comprehensively gauge the attitudes of young people, according to John F. Walsh, president of the American Chicle Group of the Warner-Lambert Company. The company commissioned The Roper Organization Inc. to conduct the survey, which also questioned children on their attitudes toward their families and social issues, and on their expectations for the future.

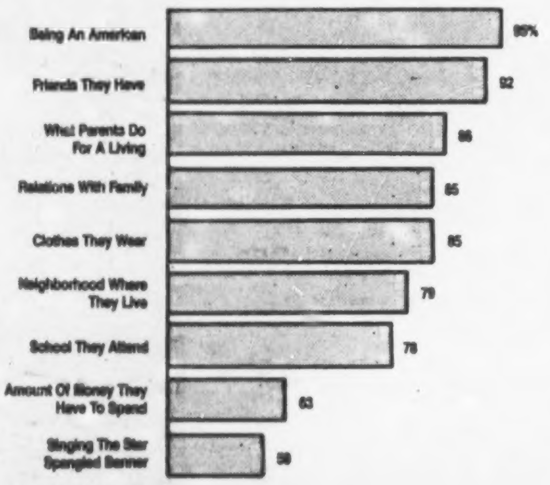
When asked what made them "feel good," 78 percent of the children listed their schools. Ninety-five percent listed "being an American," and 92 percent answered "being with friends."

Kidnapping led the respondents list of concerns, with 76 percent of the children saying they were "very concerned" about the threat. The spread of AIDS and the possibility of nuclear war were tied for second, with 65 percent saying they were "very concerned" about those threats.

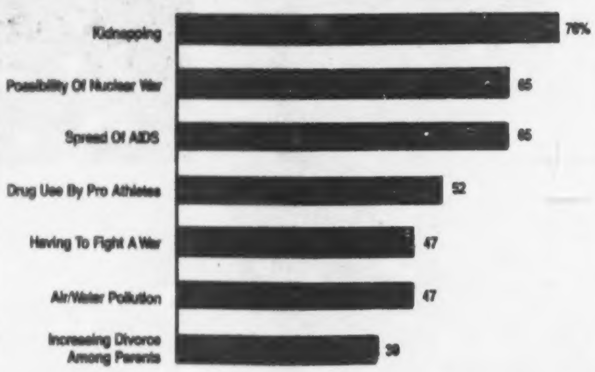
When asked how their schools could be improved, 60 percent of the children said more modern equipment, such as computers and video-cassette recorders, would help. Forty-seven percent cited a need to stress the teaching of basic skills, and 46 percent said greater parental involvement was needed.

"Better textbooks" and "better teachers" were cited, respectively, by 40 percent and 37 percent of the group. —D.V.

THINGS THAT MAKE YOUTHS 'FEEL GOOD'



NATIONAL CONCERNS



Source: American Chicle Youth Poll

N.E.A. Outlines Views on Teacher Certification

The executive board of the National Education Association has issued a policy paper outlining its views on how existing state licensing programs should relate to the proposed national certification system for teachers.

The paper, "Establishing and Maintaining Standards for the Governance of the Teaching Profession," presents a model for a restructured profession, in which teachers themselves would set and enforce standards for teacher preparation, certification, and licensure.

Many of the proposals contained in the paper, which was adopted last month, are drawn from longstanding N.E.A. positions.

Under the model, prospective teachers would be required to seek and receive national certification from a teacher-controlled national-standards board as a condition for qualifying for a state license to teach.

As defined in the paper, certification refers to the process by which a nongovernmental agency grants professional recognition to an individual who has met certain predetermined qualifications. Licensure is defined as the process by which a state agency grants a person permission to practice a profession.

According to the model, autonomous state-standards boards, which the N.E.A. has long advocated, would assume the responsibility for licensing teachers.

In addition, these teacher-controlled boards would assume responsibility for approving teacher-training programs, the paper states.

National accreditation of training institutions, however, would remain the responsibility of the National Council for the Accreditiation of Teacher Education, the paper states. Only graduates from NCATE-accredited institutions would be eligible for state licensure.

According to the document, the model "advances a vision and is not intended to apply to teachers currently practicing in the classroom."

The N.E.A. board said the paper was prepared "to guide" the association and its affiliates in their efforts to forge a teacher-governed profession. The paper states that achieving "teacher control will require concerted and coordinated action at all levels of the association," and could take as long as a decade.

Mary Hatwood Futrell, president of the N.E.A., is one of the members of a planning group organized by the Carnegie Forum on Education and the Economy to establish a national standards board for teachers. —B.R.

Formula Change Said To Cost Districts Millions

A proposed change in the U.S. Forest Service's formula for distributing federal aid in lieu of local taxes would cost school districts a total of some $43 million, according to the National School Boards Association.

In testimony this month before a House subcommittee, E. Harold Fischer, an N.S.B.A. board member, said the change would result in "a loss of much-needed tax revenues for local government services, including the public schools."

Because federal lands are exempt from property taxes, the Forest Service compensates localities adjacent to national forests by providing funds for schools and roads. The aid is allocated from payments by logging and mining firms and other companies that pay the federal government for the use of forest land.

Currently, the aid payments are based on gross receipts—the total before the Forest Service has deducted the cost of the services it provides to private firms. The proposed formula would be based on net receipts, which the N.S.B.A. says would result in a 43 percent drop in aid payments.

Because most states reduce funding to school districts that receive the federal money, the cuts may force states to direct money away from other districts to cover the shortfall, Mr. Fischer noted. "Any reduction in Forest Service payments negatively impacts the funding for education in all school districts within the state," he said. —W.M.

4/8/87 R4800-2 A

EDUCATION WEEK

American Education's Newspaper of Record / $2.00
Volume VI, Number 27 · April 1, 1987

© 1987 Editorial Projects in Education

Affirmative-Action Plans for Women Upheld by Court

'Imbalance' in Workforce Sufficient Justification

By Tom Mirga

WASHINGTON—Public employers, including school boards, can consider a "manifest imbalance" in the sexual composition of their workforces in deciding whether to promote women over better-qualified men, the U.S. Supreme Court ruled last week.

In its first decision on an affirmative-action plan designed to benefit women, the Court voted 6 to 3 to uphold the legality of a California county highway agency's voluntarily adopted plan to gradually lift the percentage of women it employs to the percentage of women in the county labor pool.

Legal experts on both sides of the issue agreed that the Court's March 25 ruling represents a significant expansion of the bounds of affirmative action. Supporters of the decision said it is likely to encourage both public and private employers to implement affirmative-action policies.

The federal law barring job bias on the basis of sex does not require a public employer to produce evidence that it has actually discriminated against women or minorities before adopting a voluntary affirmative-action plan, Associate Justice William Brennan wrote for the majority in the case, *Johnson* v. *Transportation Agency of Santa Clara County, Calif.* (No. 85-1129).

An "obvious imbalance" in the composition of its workforce provides such an employer with sufficient reason to consider race and sex in promotion decisions, he said.

Employers cannot, however, use such findings to justify rigid promotion quotas, the Justice added. Plans should be approved by federal courts only if they take "a moderate, gradual approach to eliminating" the imbalances, and if they "[visit]

Continued on Page 51

In This Issue

JOE DIDIO/NATIONAL EDUCATION ASSOCIATION

Bilingual Education: Language, Learning, and Politics

A 28-page Education Week special report examines the controversies surrounding bilingual education—political and pedagogical—as a way of instructing the growing numbers of schoolchildren who speak little or no English.

Economic Literacy

School Reform, Business Concerns Seen Boosting Trend Toward Required Coursework in Economics

By Robert Rothman

When former Secretary of Education Terrel H. Bell recently launched an initiative designed to put economics in the junior-high-school curriculum, he was bolstering a trend that has already made the topic the second-most-required subject area in the field of social studies.

Only U.S. history is required by more states than economics instruction, according to recent surveys.

Spurred in part by the reform movement and a growing involvement of business in education, the effort to raise the economic literacy of American young people has advanced, in some cases, to include children as young as preschoolers.

"When I used to talk about teaching

Continued on Page 56

Terrel H. Bell

Cultural Literacy

Traditional, Facts-Oriented Curriculum Said Best Route For Imparting a Common National Language, Culture

By Lynn Olson

America's literacy problems stem from children's lack of knowledge about the common culture—not from a lack of mechanical skills—according to a book scheduled for release this week by the Houghton Mifflin Company.

In *Cultural Literacy: What Every American Needs to Know*, E.D. Hirsch Jr., a professor of English at the University of Virginia, argues that American schools are producing students who—in the words of one community-college teacher cited in the book—think Charles Darwin discovered gravity, J. Edgar Hoover was a 19th-century president, and Mark Twain invented the cotton gin.

Mr. Hirsch argues that true literacy cannot be divorced from subject-matter knowledge, and that schools must return to a much more traditional, facts-oriented curriculum that systematically teaches children the information they need to know.

His book, which includes an extensive listing of information that literate Americans hold in common, is an expansion of earlier essays that earned him both high praise and harsh criticism within the education community.

The book's publication comes at a time when more and more states are turning their attention to the problems of adult illiteracy. And its themes may provide ammunition for those, such as U.S. Secretary of Education William J. Bennett, who have advocated the return to a more traditional K-12 curriculum as one solution to that problem.

"Literacy is far more than a skill," as-

Continued on Page 54

President Hits Road To Spread Message On School Agenda

Links Education to Effort On U.S. Competitiveness

By Blake Rodman

In his first speech outside of Washington in three months, President Reagan chose last week to address the topic of education, saying that the secret to high-quality education is "not in the pocketbook."

Speaking to a group of educators and policymakers in Columbia, Mo., the President said the key to good schools is "in the simple dedication of teachers, administrators, parents, and students to the same basic, fundamental values that have always been the wellspring of success both in education and life in our country."

The March 26 speech by the President was his first in two years before a major gathering of precollegiate educators, officials, and policymakers. His last such address was in February 1985, at the annual conference of the National Association of Independent Schools.

Following the release of *A Nation at Risk*, the 1983 report of the National Commission on Excellence in Education, which broadly criticized the state of American education, Mr. Reagan spoke widely on the need to improve the nation's schools.

But in recent years, some observers have noted, the attention Mr. Reagan has given to education has waned. In a March 18 interview in *The Chronicle of Higher Education*, for example, former Secretary of Education Terrel H. Bell said he was "disappointed" that the President "didn't stay with" the early emphasis on education.

Last week, however, a White House spokesman and officials from the U.S. Education Department said the Missouri address was the first in a planned series of speeches that will tie education into the President's new emphasis on strengthening U.S. competitiveness.

In last week's speech, Mr. Reagan announced no new programs or initiatives, but returned instead to a number of familiar themes of his Administration, including the teaching of values.

"I've dwelt on values for a reason," he

Continued on Page 53

Most States Adopting Programs for Handicapped Preschoolers

By Debra Viadero

WASHINGTON—A nationwide survey has found that an overwhelming majority of states plan to take part this year in a new federal program to provide aid and services to an estimated 70,000 handicapped infants and toddlers.

"It looks pretty exciting," said Robert Silverstein, staff director of the Senate subcommittee that helped spearhead the new program. "There is no state that has said 'no,' and this is in light of the fact that there are no regulations yet."

According to the survey of the states' chief special-education administrators, 40 states and territories have decided to participate this year in the program for handicapped infants and toddlers created last fall by a sweeping act of the Congress.

The new law, the Education of the Handicapped Amendments Act of 1986, P.L. 99-457, set up a $50-million program of incentive grants for serving handicapped and "developmentally delayed" children from birth to age 2.

A separate part of the law provides more money and strong incentives for states to serve handicapped 3- to 5-year-olds or risk losing all of their federal special-education funding.

The survey, completed last week, is the most recent of three surveys on the program conducted by the National Association of State Directors of Special Education.

Since February, the association has been asking its 56 members whether their states plan to begin serving handicapped infants and how they plan to go about doing so.

Advocates of early intervention for han-

Continued on Page 57

IN SUMMARY

First Exposure
Schools should begin teaching pupils about drugs by the 3rd grade, most elementary-school principals believe, but they say sex-education classes should come later. **Story on Page 6.**

Second Careers
The National Executive Service Corps is launching a pilot program to recruit retired military and industrial personnel to become mathematics and science teachers. **Story on Page 6.**

Drastic Action
In a controversial move, the chancellor of the New York City school system has dismissed a community school board and its superintendent for mismanagement. **Story on Page 8.**

Radical Proposal
Boston parents should be permitted to choose the schools their children attend, a task force appointed to study student-assignment procedures recommends. **Story on Page 9.**

A Question of Sex
States have not rushed to fill the gap left when the U.S. Supreme Court limited the scope of the federal law barring sex discrimination in education, a study says. **Story on Page 15.**

A Question of Race
Minority students are far more likely than whites to be suspended from school or placed in classes for the educable mentally retarded, two new studies have found. **Story on Page 16.**

Commentary 68
Computers 4
In the Press 59
Marketplace 62

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 27.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:
Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Bill Montague, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTOR
Carol Maloney

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANT
Molly McSherry

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis Edge
842A State Road
Princeton, N.J. 08540
609/683-7900

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

LIST OF ADVERTISERS
DISPLAY

AASA National Superintendents Academy	18
American Association of Retired Persons	13
American Federation of School Administrators	55
Apple Computer Inc.	Insert
Asia Society, The	10, 56
Louis Berger/ProPrep Training Institute Inc.	51
Borenson and Associates	18
CTB/McGraw Hill	7
Capitol Publications	52
Cincinnati Public Schools	18
Computer Curriculum Corporation	8
Corporation for Public Broadcasting	17
Educational Materials & Services Center	7
Educator's Travel & Conference Consultants	11
Effective Schools Research Abstracts	57
Environmental Design Planners Inc.	13
Hart, Leslie A.	57
Harts Systems Ltd.	52
Harvard Education Letter, The	53
Kaplan, Stanley H., Educational Center Ltd.	53
Lapel Pins	57
Learning Exchange, The	12
Learning Publications Inc.	57
National Association for Bilingual Education	10
National Center for Research in Vocational Education	12
National Education Association	11
National Evaluation Systems Inc.	51
Performance Learning Systems Inc.	5
Professional Educators' Press	6, 54
Religion and Public Education	13
Riggs Institute, The	55
Ron Edmonds School	12
Sir Speedy Inc.	11
Sonoma State University Center for Critical Thinking	14
Taft School, The	52
Washington Montessori Institute	56
Yale University	12
Zephyr Inc.	56

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

Federal Agencies Differ On School-Finance Data

A new analysis of public-school revenues by the Bureau of the Census indicates that, contrary to reports by the Education Department, local governments continue to provide a greater share of funding for precollegiate education than do the states.

According to the Census Bureau study, local governments provided 47.6 percent of public-school revenues in 1984-85, compared with 46.3 percent from state sources.

In its 1986 edition of *The Condition of Education*, the Education Department reported that the local share of school revenues in 1984-85 was 43.7 percent and that the state share was 49.6 percent.

The Education Department also noted that, according to its analysis of the data, a "historic shift" occurred in 1979, when the state's share of revenues rose above the locals' share for the first time.

Although the Census Bureau study agrees that the states' share has been rising and the locals' share falling since 1977, it indicates that no such shift has occurred.

Henry Wulf, chief of the finance branch of the Census Bureau's governments division, said last week that the apparent discrepancy between the two sets of statistics could be the result of different study methodologies.

In determining the state and local shares of revenue, he said, the Census Bureau's analysts subtracted federal "pass-through" aid—federal funds that are channeled to school districts through state agencies. Such aid, he noted, would include money from sources such as the Chapter 1 and 2, school-lunch, and vocational-education programs.

"It all depends on how you define that money," Mr. Wulf said. "If you count the federal pass-through funds as state money, then yes, the state share of school revenue would exceed that of the local governments."

"But if you start with the question, 'Where did the money actually originate?' then the local share continues to exceed that of the state," he said.

Officials responsible for the development of precollegiate-education statistics in the Education Department's center for statistics could not be reached for comment last week.

Copies of the Census Bureau report, *Finances of Public School Systems in 1984-85*, can be obtained by writing the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is GF85, No. 10.

President Endorses Asbestos Resolution

In a surprise move, President Reagan has signed a Congressional resolution ordering the Environmental Protection Agency to speed up the distribution of asbestos-removal funds to local school districts.

The resolution, approved overwhelmingly last month in both the House and the Senate, requires the E.P.A. to begin releasing the money this month instead of in June. Congressional critics had claimed that the agency's original timetable would not allow local officials to complete their asbestos-control projects before school begins next fall.

"With the signing of this law, the Administration agrees that money will go out to schools in time to finish cleanup work this summer," Representative James J. Florio, Democrat of New Jersey, said in a statement.

Mr. Florio and other E.P.A. critics sponsored the resolution after the agency postponed its original funding schedule, citing the uncertainty caused by an Administration request to delete the asbestos aid from this year's budget. Ignored by the Congress, the request automatically died on March 15.

According to Mr. Florio, only 17 percent of the nation's eligible districts have so far received money under the asbestos-aid law, which the Congress passed last year.

Districts whose funding applications have already been approved will receive their money this month as originally planned, an E.P.A. spokesman said. The agency has also mailed out about 35,000 letters to school officials telling them how to apply for federal aid.

Wide Variances Found In Job-Training Courses

Federally funded job-training programs for youths vary widely in methods used to rate their clients' employment skills, thus making comparisons difficult, according to the General Accounting Office.

The Congressional agency found that 91 percent of the nearly 600 programs examined either had or were developing systems for judging the "employment competencies" of their clients. Under the Job Training Partnership Act, youth-training efforts are evaluated on participants' achievement of such competencies, as well as on the programs' ability to place clients in jobs.

But measuring such skills is difficult, states the report, which was released late last month, because youth-training programs vary in their emphases.

"States need performance standards that are adjusted to account for [such] differences," it concludes. "Otherwise, less comprehensive programs, such as those providing only pre-employment skills training, will appear more successful than those providing . . . basic education, which is more costly and harder for trainees to complete."

While the G.A.O. took no position on a proposal that the Labor Department set a single, nationwide competency standard, it did say that the department should collect and analyze additional data before attempting to draft such a standard.

Under Title II of the J.T.P.A., 40 percent of job-training funds are set aside for programs serving disadvantaged youths.

STATES

Energy-Saving Projects To Be Eligible for Loans

The Iowa Department of Natural Resources has begun a program that will provide up to $70 million in loans to school districts over the next five years to finance energy-conservation improvements.

The loans will pay for energy audits and improvements to school buildings that state officials say could cut districts' energy costs by $12 million a year.

According to Larry L. Bean, administrator of the department's energy and geological-resources division, preliminary audits have shown that several districts could cut utility costs by installing new windows, insulation, or heating systems.

Mr. Bean said he did not "know of any other state that's doing this."

"The public sector has been somewhat insulated from rising utility costs," he said, "and there hasn't been pressure to use conservation [techniques]."

School districts are spending $60-million a year on lighting and heat, according to Mr. Bean. The new energy-management program could cut those costs by 20 percent by 1992, he said.

Under the program, schools that receive loans and cut their energy costs will be able to use the savings for other expenses, such as salaries or supplies, after repaying the loans.

The program was authorized in a bill passed by the legislature last year, which required an energy audit of all Iowa schools and set up a loan bank to finance school improvements. The state has a similar program for other state buildings.

About 700 school buildings will have been audited by the end of June, Mr. Bean said. Several schools already have completed improvements, and one school has reduced its utility costs by more than $20,000 this year, Mr. Bean said.

Bilingual Education: A Historical Perspective

Bilingual Education Traces Its U.S. Roots to the Colonial Era

Bilingual education has been part of the immigrant experience in America since the Colonial period, when native-language schooling was the rule rather than the exception.

By the late 17th century, at least 18 different tongues were spoken by European ethnic groups, not to mention the scores spoken by Indian tribes. While English was most prevalent, German, Dutch, French, Swedish, and Polish were also common.

New arrivals fought vigorously to preserve their native customs, and language loyalties were strong. Indeed, the Pilgrims had left Holland in part because they feared their children were losing English.

Where immigrant groups settled in enclaves, they naturally taught their children in their own languages, despite some attempts to impose English instruction.

Benjamin Franklin, a politician who was frustrated by his inability to influence German-speakers in Pennsylvania, urged in 1753 that English schools be established in their communities. But German parents resisted such efforts.

JOSEPH MOORE

During the American Revolution, anti-British sentiment inspired a campaign to discard English as the official language of the new nation, according to Diego Castellanos, a historian of bilingual education. But proposals to replace English with German—or, by some accounts, Hebrew—failed in the Continental Congress, writes Mr. Castellanos, an official of the New Jersey state education department, in *The Best of Two Worlds*.

With mounting pressures for political unity, English became more common at ethnic schools—sometimes as a class and sometimes as a medium of instruction.

Still, no uniform language policy prevailed during the 19th century. Bilingual education was accepted in areas where ethnic groups had influence and rejected where anti-immigrant sentiment was strong.

> Wherever immigrant groups possessed sufficient political power . . . foreign languages were introduced into [the] schools.
>
> — Diego Castellanos, historian

By the mid-1800's, public and parochial German-English schools were operating in such cities as Baltimore, Cincinnati, Cleveland, Indianapolis, Milwaukee, and St. Louis. One survey of school records in the Midwest found that at least 231,700 children were taught in German in 1900.

In Ohio, an 1839 law authorized instruction in English, German, or both, writes Heinz Kloss in *The American Bilingual Tradition*. Louisiana adopted the same statute in 1847, substituting French for German. Two years after its annexation in 1848, the Territory of New Mexico authorized Spanish-English education. Colorado, Illinois, Iowa, Kentucky, Minnesota, Missouri, Nebraska, and Oregon also passed laws sanctioning instruction in languages other than English.

"For much of the 19th century," Mr. Castellanos says, "certainly before the 1880's, the [locally controlled] structure of American public education allowed immigrant groups to incorporate linguistic and cultural traditions into the schools. . . . Wherever immigrant groups possessed sufficient political power—be they Italian, Polish, Czech, French, Dutch, German—foreign languages were introduced into elementary and secondary schools, either as separate subjects or as languages of instruction."

In advocating such an approach, William Torrey Harris, superintendent of the St. Louis schools in the 1870's and later U.S. Commissioner of Education, argued: "National memories and aspirations; family traditions, customs, and habits; morai and religious observances cannot be suddenly

Continued on Page 22

Bilingual Policy Has Taken Shape Along Two Distinct Federal Tracks

Over the past two decades, federal policy on bilingual education has proceeded along two tracks—financial aid to support programs for limited-English-proficient children and civil-rights enforcement to ensure these students an equal chance to succeed in school.

Although both tracks have led to increased educational opportunities, they have not always run side by side. In the beginning, the government authorized funding for bilingual instruction before it ever considered the issue of language discrimination in the schools.

In the mid-1970's, bilingual education was prescribed as both a remedy for civil-rights violations and a condition for receiving federal grants. But today, while special language assistance is required for children who could not otherwise participate in the classroom, the only federal mandate for bilingual education is for schools that seek aid.

Title VII, a New Law

When President Lyndon B. Johnson signed the Bilingual Education Act into law on Jan. 2, 1968, it was the first time the federal government had addressed the unique needs of students with limited-English proficiency.

The new law, Title VII of the Elementary and Secondary Education Act, provided resources to support educational programs, to train teachers and aides, to develop and disseminate instructional materials, and to establish parent-involvement projects. Despite its title, the original Bilingual Education Act did not require bilingual instruction.

The law's focus was explicitly compensatory, aimed at children who were both poor and "educationally disadvantaged because of their inability to speak English." The question of whether the act's goal was to speed the transition to English or to promote bilingualism through language-maintenance programs was left hanging.

Senator Ralph Yarborough, the measure's prime advocate, told fellow lawmakers, "It is not the purpose of the bill to create pockets of different languages throughout the country . . . not to stamp out the mother tongue, and not to make their mother tongue the dominant language, but just to try to make those children fully literate in English."

Mr. Yarborough—like the President, a Democrat from Texas—encountered his stiffest resistance from the White House. Even more than Mr. Johnson's personal animus toward Senator Yarborough, the tight federal budget, squeezed by a proliferation of Great Society programs and the Vietnam war, was an obstacle.

Commissioner of Education Harold Howe 2nd, in testimony before Senator Yarborough's special subcommittee on bilingual education, argued that aid could be provided under the existing Titles I and III of the Elementary and Secondary Education Act. Indeed, Title III was already supporting 18 bilingual and English-as-a-second-language programs in the Southwest.

Also, Mr. Howe and others objected to the limited scope of Mr. Yarborough's proposal, which would have aided only Spanish-speaking children. In the end, a compromise drafted by Representative James Scheuer, Democrat of New York, applied Title VII to all children of limited-English-speaking ability.

Notwithstanding the differences over details, there was remarkably little controversy over the idea of federal support for bilin-

Continued on Page 23

Programs Supported by Title VII, Elementary and Secondary Education Act (Bilingual Education Act), 1986-87

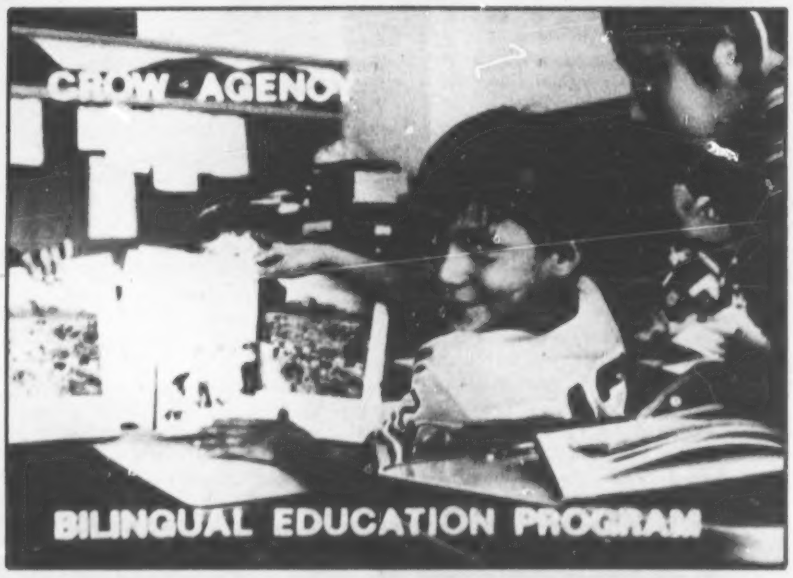
Total Appropriation	**$133.3 million***
Children served	179,314
Family English literacy participants served	17,442
Language groups served	approximately 145
Part A: Support for instructional programs	**$91 million****
• Transitional bilingual education:	
107 new grants	$20,746,013
412 continuing grants	$55,579,194
164,650 children served	
• Special alternative (English-only) instructional programs:	
35 continuing grants	$4,721,850
8,281 children served	
• Developmental (maintenance) bilingual programs:	
2 new grants	$225,754
262 children served	
• Programs of academic excellence (demonstration projects):	
12 continuing grants	$2,154,667
No children directly served	
• Family English literacy:	
16 new grants	$2,077,681
4 continuing grants	$517,484
17,442 served (mostly parents)	
• Special populations (preschool, special education, gifted and talented) programs:	
21 new grants	$3,006,304
6,121 children served	
• Instructional materials development:	
2 new grants	$181,604
Total Part A: 611 competitive grants	**$89 million**
Part B: Data collection and research	**$10.2 million****
• Grants to state education agencies (data gathering and program evaluation):	
46 grants	$4,725,932
• Evaluation assistance centers:	
2 competitive contracts	$500,000 per year (approximate)
• The National Clearinghouse for Bilingual Education:	
1 competitive contract	$947,561 per year
Part C: Training and Technical Assistance	**$32.1 million****
• Training of bilingual teachers, aides, and administrators:	
85 new grants	$12,982,258
51 continuing grants	$5,811,492
• Short-term training programs for educational personnel:	
12 new grants	$1,051,413
8 continuing grants	$882,221
• Fellowships to support graduate study in bilingual education:	
313 fellows at 31 institutions	$2,892,704
• Multifunctional resource (technical assistance and training) centers:	
16 competitive contracts	$6,756,136

* Funding level reflects the appropriation for fiscal year 1986, when program awards for school year 1986-87 were made. For fiscal year 1987, the Title VII appropriation will be $143.1 million.

** Amount appropriated, not necessarily spent. Under Part A, for example, $2 million has been held in reserve pending the outcome of a lawsuit involving the Chicago school system.

SOURCE: U.S. Education Department, office of planning, budget, and evaluation.

BILINGUAL MATERIALS DEVELOPMENT CENTER



Iichiile
Bilingual Education
Learning in Two Languages
Sound Lotto
Sound L
Soun
8 6 10 2 4 7 5 3 9 1

In the late 1800's, Indian children, forced by the U.S. government into off-reservation boarding schools where the curricula were exclusively in English, were punished when they were caught using their native languages.

Suits Prompted U.S. Officials To Address Rights Questions

Continued from Page 21

gual education. Ten years earlier, foreign-language instruction had begun to make a comeback in the aftermath of sputnik and the Congress's passage of the National Defense Education Act. And political winds in the late 1960's favored more attention for Hispanics, who had been largely passed over by the new anti-poverty and civil-rights laws.

The National Education Association had drawn attention to the plight of Spanish-speaking children with its "Tucson survey" of 1965-66, painting a picture of educational neglect in that Arizona city—inadequate facilities and materials, a lack of trained teachers, and the scandal of "sink or swim" schooling. During hearings on Senator Yarborough's bill, representatives of the N.E.A. and "The Invisible Minority," a pamphlet describing the survey, commanded center stage.

In endorsing the bill, Senator George Murphy, Republican of California, noted that Gov. Ronald Reagan had recently signed legislation repealing California's English-only school statute. (In 1972, Mr. Reagan approved the state's first bilingual-education law.)

As with any idea whose time has come politically, members of Congress scrambled to affix their names. Thirty-seven bilingual-education bills were introduced in 1967.

Expenditures were another matter, however. The 90th Congress approved no funding for Title VII in the first year, 1968-69. For the next school year, it appropriated $7.5 million, enough to finance 76 projects serving 27,000 children.

The federal funding effectively doubled the number of children enrolled in bilingual classrooms in the United States. In 1968, only 26,000 students received bilingual instruction, according to Heinz Kloss, an education historian. By 1972, the total had risen to 112,000 of the estimated 5 million language-minority children of school age.

In 1971, Massachusetts became the first state to pass a bilingual-education law; by the early 1980's, 30 states had such statutes. Nine required native-language instruction under certain circumstances, and 21 provided financial aid to bilingual programs. While a few states continue to prohibit instruction in languages other than English, these laws are no longer enforced.

Civil-Rights Policy

The second track of federal policy on bilingual education began to take shape around 1970, prompted by civil-rights litigation alleging that equal opportunities were being denied to language-minority students.

While the Civil Rights Act of 1964 extended its anti-discrimination guarantees to national origin, by the late 1960's federal officials were still restricting their attention in the schools to race bias against blacks.

La Raza Unida Party, a militant Chicano group in Crystal City, Tex., took matters into its own hands. In 1969, it organized school boycotts to protest the segregation and unequal treatment of Spanish-speaking students. Bilingual education was among its demands and—after the party won a majority of seats on the local school board—among its innovations.

Meanwhile, Mexican-American, Puerto Rican, and other language-minority parents began to sue school districts, challenging officials' failure to address their children's language needs.

Finally, on May 25, 1970, the U.S. government entered the fray. J. Stanley Pottinger, director of the federal office for civil rights, informed "school districts with more than 5 percent national-origin-minority group children" of their obligations under Title VI of the Civil Rights Act, which outlaws discrimination in federally supported programs.

First, he said in a memorandum, where children had limited-English skills, "the district must take affirmative steps to rectify the language deficiency in order to open its instructional program to these students." Though districts were not directed to establish bilingual-education programs, the memo demanded that some special language instruction be offered.

Also, children could not be assigned to classes for the handicapped "on the basis of criteria which essentially measure or evaluate English-language skills," Mr. Pottinger said. Nor could schools shuttle children along vocational tracks toward an "educational dead-end" instead of teaching them English. Finally, school administrators had to communicate with parents in a language they could understand.

While the memo carved out new territory for O.C.R. enforcement of Title VI—including the threat to cut off federal education subsidies as a last resort—the immediate reaction in school districts was muted. Colman B. Stein, an education historian, writes that in Beeville, Tex., the superintendent's only response was to redesignate the vocational track as "career education."

Court Mandates

If the executive branch was slow to get results, the federal courts were not. For example:

- In 1972, in the case of *Serna* v. *Portales Municipal Schools*, a U.S. District Judge ordered a New Mexico school district to provide instruction in the children's native language and culture as part of a desegregation plan. Upholding the decision two years later, the U.S. Court of Appeals for the 10th Circuit ruled that Title VI gave Hispanic students "a right to bilingual education."
- In 1974, Aspira, a Puerto Rican advocacy group, won a consent decree that established a bilingual program for Spanish-dominant children in New York City. The agreement, the result of a suit filed on behalf of 150,000 Hispanic students, remains in effect today.
- In 1981, in the most sweeping court order, U.S. District Judge William Wayne Justice cited past discrimination by the Texas Education Agency and mandated bilingual instruction in grades K-12 throughout Texas.

Not only had the state segregated students in inferior "Mexican schools," the judge said, but the state had "formerly vilified the language, culture, and heritage of these children with grievous results." A year later, however, the U.S. Court of Appeals for the Fifth Circuit reversed the ruling in the case, *U.S.* v. *Texas*.

Today, the most important court case regarding language-minority students—and the only such case to reach the U.S. Supreme Court—remains *Lau* v. *Nichols*. The lawsuit originated in 1969, when a poverty lawyer in San Francisco learned that a client's child, Kinney Lau, was failing in school because he could not understand the language of instruction.

The class-action suit alleged that the district's 1,800 Chinese students were being denied education on "equal terms"—the High Court's standard in *Brown* v. *Board of Education*—because of their limited-English skills.

Continued on Page 24

Lau Still the Key Case Involving Language-Minority Students

Continued from Page 23

San Francisco school officials argued that, unlike the 1954 *Brown* case, there was no discrimination because there was no segregation. The same instruction was offered to all students, they said, without regard to national origin, and the district was not to blame for the Chinese children's "language deficiency." Federal district and appeals courts agreed.

But in 1974, the Supreme Court unanimously overruled the lower courts. "There is no equality of treatment," wrote Justice William O. Douglas, "merely by providing students with the same facilities, textbooks, teachers, and curriculum; for students who do not understand English are effectively foreclosed from any meaningful education."

UPI/BETTMAN NEWS PHOTOS

Under Title VI of the Civil Rights Act, the Chinese-speaking children were entitled to special assistance to enable them to participate equally in the school program, the Court said. "Sink or swim" was unacceptable.

The Court did not invoke Constitutional guarantees—or, in legal parlance, the opinion "did not reach" the Equal Protection Clause of the 14th Amendment. Title VI, whose implications were spelled out by Mr. Pottinger's memorandum, was sufficient basis for requiring extra help for children with limited English skills, according to Justice Douglas.

Also, the Court stopped short of mandating bilingual education—an omission that the program's critics have interpreted as "upholding flexibility" for school districts. But because the *Lau* plaintiffs had earlier dropped their request for bilingual education, the Court's failure to order it was customary; it conformed with Supreme Court procedure. The opinion said nothing for or against flexibility.

"No specific remedy is urged upon us," Justice Douglas said in the preface to his opinion. "Teaching English to the students of Chinese ancestry who do not speak the language is one choice. Giving instructions to this group in Chinese is another. There may be others. Petitioners ask only that the Board of Education be directed to apply its expertise to the problem and rectify the situation."

In the end, San Francisco officials signed a consent decree with the plaintiffs to provide bilingual instruction for the city's Chinese, Filipino, and Hispanic children.

Lau Remedies

The *Lau* ruling attracted little public notice at the time, receiving a one-sentence mention in the Jan. 22, 1974, edition of *The New York Times*.

But the office for civil rights grasped the magnitude of the enforcement job ahead. In 1975, its investigators visited 334 districts with large numbers of language-minority children and found that "most ... utterly failed to meet their responsibilities," according to David S. Tatel, who later became director of the O.C.R. Meanwhile, as mandated by the Supreme Court, a task force led by Martin H. Gerry drew up guidelines for "educational approaches which would constitute appropriate 'affirmative steps' to be taken by a noncomplying school district 'to open up its instructional program.' "

Education Commissioner Terrel H. Bell announced these so-called "*Lau* remedies" on Aug. 11, 1975. They told districts, among other things, how to identify and evaluate children with limited-English skills, what instructional treatments would be appropriate, when children were ready for mainstream classrooms, and what professional standards teachers should meet.

Most significant, the remedies went beyond the *Lau* decision and mandated bilingual education for elementary-school children who spoke little or no English.

> It is not the purpose of the bill to create pockets of different languages . . . but just to try to make those children fully literate in English.
>
> — Senator Ralph Yarborough

"English as a second language is a necessary component" of bilingual instruction, the guidelines added, but "since an E.S.L. program does not consider the affective or cognitive development of the students . . . an E.S.L. program [by itself] *is not* appropriate." For secondary-school students, the guidelines said, English-only compensatory instruction would usually be permissible.

Hastily drafted without an opportunity for public comment, the *Lau* remedies lacked the legal status of regulations. In practice, though, the guidelines had the full force of the federal government behind them, as the O.C.R. embarked on a campaign of aggressive enforcement. Where federal investigators found that the civil rights of language-minority students were being violated, they used the *Lau* remedies as a basis to negotiate consent agreements, or "*Lau* plans," with offending districts.

Title VII Evolves

By 1974, when the Bilingual Education Act came up for reauthorization, it had developed a strong constituency among Hispanics and influential allies on Capitol Hill. Title VII's budget had increased to $50 million, and Senators Edward Kennedy and Walter Mondale, both Democrats, moved to expand the program.

As amended, the law dropped the poverty criterion—previously, participants had to come from families with incomes below $3,000 a year—and, for the first time, Title VII required programs receiving grants to include instruction in the children's native language and culture.

While "bilingual-bicultural education" was sanctioned as a route to English acquisition, the 1974 amendments failed to resolve the tension between the goals of transition to English and maintenance of a native language. Both approaches remained eligible for funding.

In instructions for grant applicants in 1971, the Department of Health, Education, and Welfare had said, "It must be remembered that the ultimate goal of bilingual education is a student who functions well in two languages on any occasion." But in December 1974, before President Gerald Ford signed the 1974 amendments, H.E.W. Undersecretary Frank Carlucci issued a new interpretation of Congressional intent:

"The cultural pluralism of American society is one of its greatest assets, but such pluralism is a private matter of local choice, and not a proper responsibility of the federal government. . . . [The goal of Title VII is] to assist children of limited- or non-English speaking ability to gain competency in English so that they may enjoy equal educational opportunity—and *not* to require cultural pluralism."

Politically, the maintenance issue was to become bilingual education's Achilles heel. Beginning in the mid-1970's, a backlash developed against federal expenditures to promote ethnic pride or to preserve minority languages. Critics argued against diverting federal dollars from the twin imperatives of teaching English and assimilating children into the mainstream.

"The American taxpayer, while recognizing the existence of cultural diversity, still wants the schools to be the basis of an American melting pot," Albert Shanker, president of the American Federation of Teachers, wrote in a 1974 editorial. "While the need for the child to feel comfortable and be able to communicate is clear, it is also clear that what these children need is intensive instruction in English, so that they may as soon as possible function with other children in regular school programs."

President Carter, whose Administration was generally supportive of bilingual education, told his Cabinet, "I want English taught, not ethnic culture."

Reflecting a growing discontent with language-maintenance programs, the education amendments of 1978 excluded them from federal assistance under Title VII. The new law also instructed grant recipients to use native-language instruction "to the extent necessary" for children to become competent in English.

At the same time, eligibility for assistance was expanded to "limited-English-proficient" students—in other words, to include reading and writing, as well as speaking skills.

Regulatory Suicide

Meanwhile, the O.C.R. continued to monitor school districts' performance on civil rights and, where it found violations, to require bilingual education and other changes under the *Lau* remedies. By 1980, it had negotiated 359 *Lau* plans to remedy past discrimination.

A majority of districts cooperated, albeit with some grumbling about the government's "heavy-handedness," and many LEP children received special help for the first time.

UPI/BETTMAN NEWS PHOTOS

In 1977, for example, Alhambra, Calif., had no bilingual education and minimal English-as-a-second-language instruction. Today, 10 years after the O.C.R. cited it for civil-rights violations, the district runs highly regarded bilingual programs in Spanish, Vietnamese, Cantonese, and Mandarin, and requires every teacher to be trained in the latest E.S.L. techniques. This year, it will do so without any support from Title VII.

But there was resistance to the O.C.R.'s efforts as well.

As a result of one such dispute in 1978, the O.C.R. entered into a consent agreement with a group of school districts in Alaska in which it pledged to issue formal regulations, rather than continue relying on the *Lau* remedies. But the H.E.W. took its time studying the legal issues, and the creation of the new Education Department added to delays in the drafting of the regulations.

Two years later, shortly before the 1980 election, President Carter acted. In what was widely viewed as a political move to win Hispanic support, his Administration proposed regulations even more prescriptive than the *Lau* remedies. Under the *Lau* regulations, bilingual education would be mandated in schools with at least 20 LEP children of the same minority-language group.

Reaction was immediate and overwhelmingly negative from educators' organizations, with support coming only from the N.E.A. and the National Association for Bilingual Education. The Education Department received an unprecedented 4,600 public comments, most in opposition, and the Congress voted to block the rules from taking effect before mid-1981.

In an effort to defend the regulations, Education Secretary Shirley Hufstedler sent representatives of her Title VII office to appear at hearings around the country. But the effect, says Mr. Stein, the education historian, was to strengthen "the popular misconception that the new regulations and the Title VII program were one and the same."

"The opposition made the most of it and was able to weaken both the grant-giving and enforcement aspects of bilingual education," he says.

O.C.R. Retreats

Calling the regulations "harsh, inflexible, burdensome, unworkable, and incredibly costly," Mr. Bell, President Reagan's new Secretary of Education, withdrew the rules on Feb. 2, 1981. The same official who had issued the *Lau* remedies six years earlier, Mr. Bell criticized the idea of mandating native-language instruction as "an intrusion on state and local responsibility."

"We will protect the rights of children who do not speak English well," Mr. Bell said, "but we will do so by permitting school districts to use any way that has proven to be successful."

> Where children have limited-English skills, the district must take affirmative steps to rectify the language deficiency.
>
> — J. Stanley Pottinger, 1970 Memorandum

Continued on Page 25

Continued from Page 24

The O.C.R., while attempting to define standards that would ensure LEP children's needs were addressed, worked to develop new regulations that would give districts more flexibility. Soon, however, it encountered opposition from within.

Daniel Oliver, the Education Department's new general counsel, expressed "doubts concerning the current validity of [the] *Lau*" decision. In line with the Reagan Administration's philosophy of civil-rights enforcement, Mr. Oliver argued that the O.C.R. should have to prove "discriminatory intent," rather than merely "discriminatory effects," to find a district in violation of Title VI of the Civil Rights Act.

A district's failure to provide any special services to LEP children would clearly violate the law, Mr. Oliver said. But "a school district which implements reasonably a program based upon a theory deemed sound by experts [would] demonstrate a lack of discriminatory purpose," unless the O.C.R. could prove otherwise. A consensus on what regulations to propose was never reached, however, and in late 1982 the idea of issuing new *Lau* rules was abandoned.

Enforcement activity, meanwhile, fell off sharply. The *Lau* remedies were no longer applied. "Districts have been left free to pursue any approach based on informed educational judgment," the O.C.R.'s director, Harry M. Singleton, wrote in a June 29, 1982, memorandum to Secretary Bell.

According to enforcement data compiled by the civil-rights office in 1986, districts were nine times less likely to be monitored for *Lau* violations under the Reagan Administration than under the Ford and Carter administrations. The O.C.R. continued to find violations in nearly 60 percent of its compliance reviews, but follow-up visits were rare.

Effectiveness Controversy

Title VII, meanwhile, came under increasing fire after the *Lau* regulations were withdrawn. Soon after taking office, President Reagan declared that it was "absolutely wrong and against American concepts to have a bilingual-education program that is now openly, admittedly dedicated to preserving native language and never getting adequate in English."

In the fall of 1981, an Education Department review of bilingual-education research concluded that "the case for the effectiveness of transitional bilingual education is so weak" that districts should be encouraged to experiment with alternative methods.

Pressure to drop Title VII's native-language requirement intensified among those who sought funding for programs using E.S.L.-only approaches or "structured immersion" in English.

Fairfax County, Va., a large district in suburban Washington with LEP students from 50 different language groups, was often cited as an example of the impracticality of bilingual education.

In December 1980, Fairfax officials won a four-year battle with the O.C.R. for approval of a *Lau* plan that featured E.S.L. without bilingual instruction. Federal authorities conceded that children were learning in the well-financed program, where teacher-student ratios averaged 12-1 and the district was spending $750 per LEP child in addition to a per-pupil expenditure of $2,696, which was well above the national average.

Esther J. Eisenhower, the district's E.S.L. director, was not an opponent of bilingual education. But she became a leading advocate for giving school officials the discretion and funding "to teach LEP children in the methodologies that they deem best for their students' particular needs."

Testifying before a Senate subcommittee in 1982, Ms. Eisenhower said, "I cannot deny that instruction in the native language—when it is available, when there is the proper curriculum, when there are the best trained teachers—is the best method to teach the children. But sometimes we look at the labels and forget that the main ingredient for education is how a program is implemented."

At the same time, a growing movement led by Senator S. I. Hayakawa, a Republican from California, opposed bilingual instruction less for educational reasons than for ideological ones, insisting that native-language instruction discouraged immigrants from joining the American mainstream.

Representative James Sheuer, one of the original sponsors of the Bilingual Education Act, said the law's "original purposes [had been] perverted and politicized." He said the program had been intended to provide "a pressure-cooker experience in English. [But instead], English has been sort of thinned out and in many cases vanished into the mists."

1984 Amendments

With the act up for reauthorization in 1983, opponents were optimistic that they could get the law changed or block an extension of the program. But the Congress postponed the battle by moving Title VII's expiration date up to the fall of 1984.

Meanwhile, as the Republicans developed new strategies to court the Hispanic vote that year, the President offered words of praise for "effective bilingual programs," and a White House aide described Mr. Reagan's "growing sensitivity on the issue."

Two House Democrats, Dale Kildee of Michigan and Balthazar Corrada of Puerto Rico, introduced legislation reauthorizing the program, drafted by the National Association for Bilingual Education. To the surprise of most observers, the bill moved quickly, largely the result of a compromise worked out with two Republicans representatives, John McCain of Arizona and Steve Bartlett of Texas.

Under the compromise, 4 percent of Title VII funds were authorized for "special alternative instructional programs"—those using no native language. If total appropriations exceeded $140 million, half of the excess would go to the alternative programs, up to 10 percent of total grant awards.

The Reagan Administration has cut Title VII funding from a high of $167 million in 1980 to $133 million in fiscal 1986. For the current fiscal year, the Congress has appropriated $143 million, and grants for English-only programs remain capped at 4 percent.

The 1984 amendments also authorized grant programs for "family English literacy," aimed at parents of children in Title VII programs, and for "developmental bilingual education," or language-maintenance programs.

Soon after his confirmation as Secretary of Education in 1985, William J. Bennett unveiled a "bilingual-education initiative," igniting yet another round of national debate.

Noting high dropout rates among Hispanic students, the Secretary suggested that bilingual education had failed. Federal policy, he said, had "lost sight of the goal of learning English as the key to equal educational opportunity"; instead, native-language instruction had become "an emblem of cultural pride."

Mr. Bennett also said Title VII's requirement for native-language instruction reflected "a foolish conviction that only Washington knew best . . . that local school districts . . . could not be trusted to teach their students English."

His initiative had three parts. First, the Education Department issued new regulations for bilingual-education grants, which gave preference to programs that move children as quickly as possible from native-language instruction to mainstream classes.

Also, it informed the 498 districts that had adopted bilingual education as part of *Lau* plans that they were free to renegotiate the agreements with the O.C.R. But six months later, only 3 percent of those districts had responded, some to say that they planned to expand bilingual programs.

Finally, the Administration, citing "the inconclusiveness of research," proposed legislation to remove all restrictions on Title VII funding for English-only approaches.

Bilingual-education advocates reacted angrily to Mr. Bennett's attempt to undo the bipartisan compromise on the issue reached a year earlier. They predicted that, without restrictions, the Education Department would redirect much of Title VII aid to experimental programs simply because they posed an alternative to bilingual education.

"If this program were fully funded, it wouldn't make much difference," said James J. Lyons, legislative counsel to the National Association for Bilingual Education. "But when you're funding only one-third of those who apply, it's outrageous."

The Reagan Administration is hypocritical, he added, to attack Title VII's native-language requirement, while seeking to eliminate the Emergency Immigrant Assistance program, which largely supports English-as-a-second-language instruction.

Raul Yzaguirre, president of the National Council of La Raza, compared Mr. Bennett's criticism of "federal intrusiveness" to segregationists' invocation of "states' rights," accusing him of stirring up "xenophobic fears" toward language minorities.

"How can a small, voluntary, competitive grant program—in which more school agencies apply than can be funded—be heavy-handed?" Mr. Yzaguirre asked.

The Congress took no action on the Administration's bill last year. But aides to Secretary Bennett have expressed optimism about the legislation's prospects this year. Title VII must be reauthorized in the 100th Congress, and if the department can get an up-or-down vote on its proposal, it has a good chance of passage, according to former Undersecretary of Education Gary L. Bauer.

"Our intention is neither to promote one instructional method at the expense of another, nor to belittle or diminish any culture or heritage," Secretary Bennett has said. "If a district decides that native-language instruction is the best way to help its students learn English, then that district ought to be able to receive federal support."

He adds, however, that "we must be clear as to the goal of the federal bilingual-education program—the rapid acquisition of fluency in English."

Basic Questions Spur Controversy

How many language-minority children in the United States are limited-English-proficient? How adequate a job are the schools doing in serving these students' special needs?

As with most issues in bilingual education, considerable controversy swirls around these questions.

Last year, in his report to the Congress on "The Condition of Bilingual Education in the United States," Secretary of Education William J. Bennett estimated that there were 1.2 million to 1.7 million LEP children of school age, based on an analysis of 1980 Census figures.

Ninety-four percent of the students who needed special language services were receiving them, he added.

Mr. Bennett's figures represented a significant reduction in the department's previous estimate of 2.4 million to 3.6 million LEP children, ages 5 to 14, based on 1978 data. It also reflected a narrower definition of limited-English proficiency—one which, according to the Secretary, gave a truer picture of the number of students who really need help.

Bilingual-education advocates criticized the department for arbitrarily excluding from its count many children who would be eligible for Title VII services under the law.

The Congress deliberately left the definition broad—not requiring native-language proficiency for students classified as limited in English—argued Daniel M. Ulibarri, former director of the National Clearinghouse for Bilingual Education. "What is relevant," he said, "is whether a child is likely to [have], or is having, academic difficulties that are language-background related."

Dorothy Waggoner, a consultant who specializes in language-minority statistics, charged that the department's figures "underestimate needs and overstate the extent of services" to LEP children.

Ms. Waggoner said that a more accurate estimate, based on the 1980 data, is 3.5 million to 5.3 million such students, representing the range of language-minority children who scored, respectively, below the 20th percentile and below the 40th percentile in English proficiency.

Using the same Census data, the department pared its estimate of LEP students by excluding children above the 19th percentile and by applying a series of external criteria. Such factors, which were not mentioned in the Bilingual Education Act, included the language the child spoke at home and with peers, the language of the head of household, and whether a child was foreign-born.

Mr. Bennett's estimate that 94 percent of LEP children were being served—in bilingual classrooms or in English-as-a-second language programs, among other ways—was derived from a survey of school districts conducted in 1983-84 by Development Associates under contract with the department. The study noted, however, that "districts may tend to define and report LEP students in terms of services provided rather than in terms of external criteria of need."

A New York City study conducted by the Educational Priorities Panel, a citizens' advocacy group, concluded that 44,000 of the city's 110,000 LEP students were not receiving language services.

According to the Education Department's previous figures of 2.4 million to 3.6 million LEP students, the Development Associates' estimate of 790,000 students served would indicate that only 22 percent to 33 percent of LEP children are getting help, Ms. Waggoner contended.

Using the same assumptions, calculations indicate that federal Title VII grants support programs for 5 percent to 8 percent of the LEP population.

Critics of the department's new figures also argue that the data omit large numbers of LEP children who have immigrated to the United States since 1980. In California, for instance, the state estimates that the number of LEP children jumped from 326,000 in 1980 to 567,000 in 1986—a 73 percent increase.

4/13/87 R4800-2

THIS WEEK'S FORUM: PAGE 25

EDUCATION WEEK

American Education's Newspaper of Record / $2.00
Volume VI, Number 28 · April 8, 1987
© 1987 Editorial Projects in Education

Voluntary Programs Said More Effective In Desegregating

Study's Findings At Odds With Previous Research

By William Snider

Washington—School-desegregation plans that rely primarily on voluntary measures provide more interracial mixing over the long term than those that rely primarily on mandatory busing, a new study prepared for the Education Department has found.

"The Carrot or the Stick in School-Desegregation Policy," which has not yet been released by the department, is the most comprehensive study since 1979 to address the relative effectiveness of voluntary and mandatory desegregation plans, experts in the field said last week.

It is also, they noted, the first to conclude that voluntary plans are more effective.

Since 1981, virtually every major court-ordered desegregation plan adopted has relied heavily on voluntary student transfers, usually with an implied or stated provision for mandatory student reassignments if the plan's target goals are not met.

Acknowledging that the new research findings are controversial, and that they in some cases contradict existing research, desegregation experts said last week that the study's comprehensiveness made it an important contribution to the debate on effectiveness.

The principal finding of the study—that voluntary plans desegregate school districts more effectively than mandatory plans—is based on a sample of 20 districts, most of which were included in a major federally funded study completed in 1979 that reached the opposite conclusion.

According to Christine H. Rossell, an associate professor of political science at Boston University and one of the new study's authors, the change can be attributed, in part, to the fact that, in the 20 districts studied, "the voluntary plans have, on average, [produced] about half the 'white flight' over time as the mandatory plans."

At the time of the earlier study, by Abt Associates Inc., the voluntary magnet-school plans had only been in place for an average of one year, she said, which prevented researchers from assessing the long-

Continued on Page 20

Carnegie-Funded Project Strives To Improve Teacher Assessments

By Lynn Olson

EDWARD W. SOUZA

Lee S. Shulman

Palo Alto, Calif.—As the planning group charged with creating a national teacher-certification board tries to complete its work before the next school year, researchers here are seeking "creative" ways to tackle the proposed board's stickiest problem: how to measure a teacher's knowledge and ability.

Backed by an $817,000 grant from the Carnegie Corporation of New York, the Stanford University research team is in the midst of a 15-month project to develop sample exercises that will provide a better guage of the complexities of teaching than current teacher tests.

The set of exercises, or "prototypes," would put teachers through such representative—but seldom measured—tasks as evaluating a textbook, managing a disruptive student, and making out a lesson plan.

The project is not aimed at creating a national teacher test, said Lee S. Shulman, the principal investigator and professor of education at Stanford. But the prototypes developed, he said, should help the board make "the tough choices it's going to have to make about what kinds of assessments to commission."

The Stanford researchers have focused their efforts on two very narrow sections that might be included in such national teacher tests: the capacities needed to teach fractions to elementary-school students and the American Revolution to

Continued on Page 18

E.D. Probes Find Rights Officials Falsified Papers

Documents Were Backdated To Meet Judicial Deadline

By William Snider

Washington—Officials in the Education Department's regional offices have backdated documents relating to civil-rights complaints to make it appear as if they had complied with deadlines set forth in a federal court order, department investigators have found.

Two internal investigations conducted last year also revealed that 6 of the 10 regional offices "incorrectly" suspended the processing of some civil-rights cases for reasons other than those allowed by the court order, according to department documents.

As a result of the investigations, which were completed in the fall and winter of 1986, new case-management procedures have been instituted, and some employees have been disciplined or admonished, department officials said last week.

"We discovered a problem, moved on it, and fixed it as quickly as we could," said Loye Miller, chief spokesman for Secretary

Continued on Page 17

Apparent Link Between Media Coverage And 'Copycat' Suicides Worries Experts

By Debra Viadero

Washington—Meeting here in the aftermath of last month's group suicide by four Bergenfield, N.J., teen-agers, two expert panels confronted a disturbing dilemma underscored by that widely reported tragedy: How do you talk about suicide without inspiring it?

The panelists' answer, in a word: "Carefully."

"Frankly, we have a limited understanding as to precisely what kind of information causes what to happen among teen-agers or anybody," said Dr. Herbert Pardes, chairman of the department of psychiatry at Columbia University. He was among the experts assembled by the Youth Suicide National Center for a press conference on March 26.

"We just don't know what works yet," said another psychiatrist the following day, at a separate panel discussion organized by the Scientist's Institute for Public Information and the American Orthopsychiatric Association.

Planned well in advance of the Bergenfield suicides, the second meeting was to have focused on the way news media portray adolescents. But the topic of youth suicide dominated the discussions.

The unprecedented media examination of the Bergenfield tragedy and subsequent "copycat" suicides in several states, the experts said, reflects a heightening of public concern over how to discuss youth suicides in the classroom, in the home, and, primar-

Continued on Page 20

Proposals To Restrict Chapter 2 Spending Are Spurring Debate

By William Montague

Washington—A three-way debate is shaping up in the halls of the Congress over the future of Chapter 2, the highly popular block-grant program that provides $500 million a year for states and local school districts to spend on programs of their own choosing.

Chapter 2 is scheduled to expire next year, and the Congress is in the process of drafting a five-year reauthorization law for the program.

Key Congressional leaders, eager to launch a number of new education initiatives this year, are increasingly viewing Chapter 2 as a vehicle for funding those efforts in an era of fiscal austerity. Toward that end, bills have been introduced in the House and Senate to impose restrictions on how state and local school officials can spend their Chapter 2 funds.

Representatives of the major education groups, though wary of efforts to limit state and local flexibility, seem willing to compromise. They appear united in their opposition to the Senate measure, while giving a qualified endorsement to the less-stringent House proposal.

On the third side of the debate, however, the Reagan Administration is flatly rejecting any such spending limitations. In fact, the Education Department wants to loosen existing restrictions that prevent local offi-

Continued on Page 13

Also in the news

Newly Certified Teachers Praise N.S.T.A. Program

Fewer than a third of the nation's science teachers would qualify for a new National Science Teachers Association certification, but the first teachers to do so have applauded the program.

6 ▸

Aid Cuts Said 'Spoiling Dreams' of Black Youths

Cuts in federal student aid have disproportionately hurt private black colleges, according to a new study, and may have discouraged many black students from attending college.

8

Education Department Plans New Look For ERIC

A proposed redesign of the Educational Resources Information Centers is expected to make the databank available to a larger audience and increase participation by private groups.

14

IN SUMMARY

Seat Belts in Buses
As some districts move to install seat belts in school buses, the National Transportation Safety Board has concluded that, in buses, the restraints probably do not prevent serious injury. **Story on Page 4.**

Just Say No to Sex
Speaking to physicians in Philadelphia last week, President Reagan declared war on acquired immune deficiency syndrome and urged schools to teach sexual abstinence as the best defense. **Story on Page 4.**

Staying in School
The annual high-school dropout rate declined significantly between 1973 and 1983, particularly among black males, a new U.S. Census Bureau study reports. **Story on Page 8.**

California Politics
In an ongoing dispute, the legislature is gearing up to overturn Gov. George Deukmejian's veto of a bill that would have added $76.3 million to the state's precollegiate-education budget. **Story on Page 12.**

Out of the Driver's Seat
Secretary of Education William J. Bennett has called on the nation's governors to deny driving privileges to young people who are caught using or selling drugs. **Story on Page 12.**

Religion in the Classroom?
The U.S. Supreme Court has let stand an appeals-court decision that an Oregon school district acted legally in dismissing a teacher for wearing religious garb in the classroom. **Story on Page 15.**

Commentary....................22 & 32
Events....................26
Letters....................23
Marketplace....................27
Publishing....................24
State Capitols....................12
Teachers....................10
Testing....................4

FORUM
"Secular Humanism" and the Public Schools; Schooling and the American Civil Religion. National Council of the Churches of Christ and United Ministries in Education.
Statement on Page 25

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 28.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions,
Subscription Problems,
and Changes of Address
Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Bill Montague, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTOR
Carol Maloney

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANTS
Molly McSherry, Laura Royer

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest

Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis Edge
842A State Road
Princeton, N.J. 08540
609/683-7900

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

Bill Seeks To Promote Foreign Languages

Four key Democratic members of the Senate Labor and Human Resources Committee have introduced legislation that would make outstanding teachers of foreign languages eligible for $10,000 cash awards.

Under the measure, which includes a number of other education-related initiatives aimed at increasing U.S. economic competitiveness, 104 elementary and secondary teachers each year would receive "Presidential awards for teaching excellence in foreign languages."

The sponsors of the bill, introduced late last month, say they hope the awards will help alleviate a growing national shortage of qualified foreign-language instructors.

"The language of trade is the language of the customer," said Senator Christopher Dodd of Connecticut, the bill's primary sponsor. "To be competitive in the international marketplace, U.S. businesses must be able to communicate effectively with clients in other countries."

Senator Dodd's measure would require the President to present the awards to one elementary and one secondary teacher from each of the 50 states, the District of Columbia, and Puerto Rico.

The bill would also authorize the Education Department to spend $35 million in each of the next five years to pay for model programs in foreign-language instruction techniques.

Both public and private school systems would be eligible for the grants.

NATIONAL

Three-Point Field Goal Adopted for Basketball

The national group that sets high-school basketball rules for some 17,000 schools has adopted the three-point field goal for boys' and girls' basketball, effective next season.

Under the new rule adopted last month by the National Federation Basketball Rules Committee, successful shots taken from beyond 19 feet, 9 inches will count for three points.

The distance, which is measured from the center of the basket to the top of the "key," is the same as the distance now used in collegiate basketball.

The three-point shot has been allowed by the rules committee on an optional basis for the past two years, the group noted in a prepared statement.

The committee also adopted the following major rule changes for the 1987-88 season:

- All technical fouls will carry a penalty of two free throws. In addition, the coach and player will both be assessed technical fouls when the player dunks and grasps the ring during pre-game and half-time warmups.
- Players may occupy only one of the eight free-throw-line spaces, or must position themselves behind the three-point line to the rear of the free-throw shooter.

STATES

R.I. Teachers Approve Statewide-Strike Option

The Rhode Island affiliate of the National Education Association has voted to give its leadership greater leeway in calling for statewide teachers' actions, including strikes, a state union official said last week.

Under the policy, the state union's president can call for "appropriate statewide action" if the collective-bargaining rights of members of any local bargaining unit are violated in an "extraordinary or intolerable manner," said Harvey B. Press, president of the National Education Association of Rhode Island.

Such action could range from the wearing of arm bands and informational picketing to the calling of a statewide strike, Mr. Press said. "It gives us a tremendous number of options," he said.

Before deciding what action should be taken, the president of the N.E.A.R.I. must confer with the union's "crisis task force," which is made up of the presidents of all local affiliates in the state.

Since 1972, the state president has had the authority to call a statewide strike, but only if a district used non-union employees to open its schools during a job action. Such a situation has never arisen, according to Mr. Press.

The new N.E.A.R.I. policy, approved on March 21 by delegates to the state union's midyear meeting, does not affect all teachers or districts in the state.

While N.E.A. affiliates represent teachers in 31 of the state's 40 school districts, the majority of the state's 10,500 teachers belong to the Rhode Island Federation of Teachers, an affiliate of the American Federation of Teachers, which represents teachers in the larger districts.

Board in Mississippi Avoids Vote on Prayer

Despite evidence that few Mississippi school districts have a policy against prayer in the schools, the state board of education has decided it is unnecessary to remind local districts that the practice is unconstitutional.

The state superintendent of education, Richard Boyd, brought the issue before the board late last month, following reports that students in the Madison County school district were praying in the schools.

But board members decided not to take any action because they believed the prohibition against school prayer was well known, according to Andrew Mullins, a spokesman for the board. "We assume that if we've received no complaints, there's no need to remind the districts," he said.

Despite the 1962 ruling by the U.S. Supreme Court banning prayer in public schools, the Mississippi House and Senate approved a resolution late last month calling on the Congress to amend the Constitution to allow it. The measure passed in the state's higher chamber by a vote of 48-1; the house vote was 107-6.

According to a survey conducted by the Jackson, Miss., newspaper, *The Clarion Ledger*, very few districts in the state have a formal policy banning prayer in the schools.

"Mississippians don't chose to believe that this is the law of the land," said Hilary Chiz, the executive director of the Mississippi chapter of the American Civil Liberties Union.

Illinois's Aid for Gifted Inadequate, Study Finds

The State of Illinois should boost funding for its program serving gifted and talented students, and should require all districts to participate, according to a preliminary study by the state department of education.

The study, released last month, found that the $9 million the state currently provides to districts for the program is insufficient to ensure that all eligible students receive adequate services.

"The funding has driven the program," rather than the other way around, the department report concluded.

Moreover, the department found, nearly 150 of the state's 994 districts, enrolling an estimated 3,000 to 4,000 gifted and talented students, have elected not to participate in the program.

A final report will be submitted to the full state board later this spring, according to Wilma J. Lund, gifted-education coordinator in the department.

Dropout Rate Has Fallen, Census Bureau Reports

By Tom Mirga

WASHINGTON—The annual high-school dropout rate nationwide fell significantly in the decade between 1973 and 1983, with the rate for black males showing the greatest decline, the Bureau of the Census reported last week.

The study represents the bureau's first attempt to calculate the yearly dropout rate.

According to the bureau, 535,000 persons ages 14 to 24—5.2 percent of the total age group—dropped out from either the 10th, 11th, or 12th grade between 1982 and 1983. In 1973, 683,000 persons dropped out of those grades, a rate of 6.3 percent for the age group.

The yearly dropout rate for black males fell from 12 percent to 7 percent during the period, representing the only statistically significant change among the subgroups studied, according to the bureau's report.

Robert Kominski, the bureau analyst who prepared the report, said dropout rates for Hispanic students could not be calculated because too few were included in the sample.

The report indicated that students who dropped out in 1983 may have stayed in school longer than did dropouts 10 years earlier. Overall, the dropout rates declined in grades 10 and 11—from 5.4 percent to 3.7 percent in grade 10 and from 6.5 percent to 4.5 percent in grade 11. They showed little change in grade 12, rising slightly from 7.1 percent to 7.5 percent.

Three-Year Rate

The bureau said the combined three-year dropout rate for all students in grades 10 through 12 was 15 percent in 1983, compared with 19 percent in 1973. In other words, for every 100 students entering the 10th grade in 1981, 15 did not complete high school by the end of school year 1983.

The bureau estimated that the combined three-year rate for black males fell from about 32 percent in 1973 to about 20 percent in 1983. The three-year rate for white males fell slightly during the 10-year period, from 17 percent to 15 percent.

The report also indicates that only a fraction of a percent of all students drop out before reaching high school. About 112,000 14- to 24-year-olds in 1983 dropped out before reaching 9th grade, or about 0.28 percent of the total. The pre-9th-grade dropout rate for black students was 0.48 percent, compared with 0.21 percent for white students.

Method Used

Mr. Kominski said the bureau computed the dropout rate for 1983 by asking the survey's respondents whether they were currently enrolled in school and whether they were enrolled in school the year before.

Previous efforts to calculate national dropout statistics have been hampered because school districts' and states' methods for reporting student attrition vary widely. The Council of Chief State School Officers has been working to encourage states to adopt a standard definition of a "dropout." *(See Education Week, Nov. 19, 1986.)*

The bureau's report also notes that earlier studies of the national dropout rate by the U.S. Education Department's center for statistics measured the ratio of high-school graduates to all persons 17 years old. "This measure is lacking" for several reasons, it notes, including the fact that "many persons older than age 17 are still enrolled in high school." Just over 20 percent of all persons 18 and older were still enrolled in high school in 1983, it notes.

The bureau's report, "School Enrollment—Social and Economic Characteristics of Students: October 1983," Series P-20, No. 413, also includes data on preprimary and college enrollments. Copies can be obtained by writing to the U.S. Government Printing Office, Washington, D.C. 20402.

Annual High-School Dropout Rates, by Race, Sex, and Grade: October 1973 and 1983

Race, sex, and grade	1983			1973		
	High-school students	Number of dropouts	Rate	High-school students	Number of dropouts	Rate
			(numbers in thousands)			
White	8,528	409	4.8	9,357	536	5.7
Male	4,264	232	5.4	4,708	288	6.1
Female	4,264	177	4.2	4,649	248	5.3
Black	1,487	103	6.9	1,375	139	10.1
Male	687	48	7.0	650	78	12.0
Female	800	55	6.8	725	61	8.4
Grade 10	3,468	129	3.7	3,899	210	5.4
Grade 11	3,601	162	4.5	3,631	237	6.5
Grade 12	3,262	244	7.5	3,321	236	7.1
Total	**10,331**	**535**	**5.2**	**10,851**	**683**	**6.3**

Source: U.S. Census Bureau

Student-Aid Cuts Have Hurt Blacks, Study Finds

By Robert Rothman

WASHINGTON—Cutbacks in federal grants to college students have disproportionately harmed students in historically black private institutions, and may have caused the recent reduction in the college-going rate among blacks, according to a study released here last week.

"This study looks at the very kind of student that the federal financial-aid system is most designed to help, and finds that the system is failing them," said Christopher Edley, president of the United Negro College Fund, which prepared the report with the National Institute of Independent Colleges and Universities.

"We're spoiling the educational dreams of an entire generation of black youths," Mr. Edley said.

The study found that between 1979-80 and 1984-85, the purchasing power of Pell Grants, which go to low-income students, fell by 37.3 percent. That reduction, it found, had the severest impact on the 62,000 students at the nation's 57 private historically black colleges, who constitute 6 percent of the total black undergraduate enrollment.

Students at black private colleges, according to the study, tend to be poorer, more dependent on federal assistance, and less likely to receive institutional or state aid than private-college students in general.

As a result of the declining value of federal grants, it concluded, the students in black private colleges reported a 10-fold increase in their reliance on loans to finance tuitions during this decade.

The study was unable to prove that this trend had contributed to the nationwide reduction in the proportion of blacks attending college. But officials from the sponsoring groups said lower enrollments are a likely result of reduced aid.

"These students are really on the front lines," said Julianne Still Thrift, senior vice president of NIICU. "For them, aid is a clear necessity. If it is pulled back, they have nowhere else to go."

Moreover, she said, the increasingly heavy debt burden may discourage those who do enroll from pursuing careers requiring the added cost of an advanced degree.

'False, Malicious'

The report, "Access to College: The Impact of Federal Financial Aid Policies at Private Historically Black Colleges," comes at a time when policymakers and federal officials are questioning whether students in general are relying too heavily on loans to pay for their college educations.

A report issued in January by the Congressional Joint Economic Committee found that the total amount of student debt in loans from government sources has tripled—to $9.8 billion—in the past decade. The report asked: "Are we overburdening a generation?"

At the same time, the Congress is debating the Reagan Administration's fiscal 1988 budget, which would cut spending on grants and unsubsidized loans, while allowing students to borrow higher amounts at market rates and to repay loans on the basis of their post-graduation income.

Bruce M. Carnes, the Education Department's deputy undersecretary for planning, budget, and evaluation, called the new report "false, pathetic, and malicious." The shift from grants to loans is fair, he said, because college graduates earn, on average, $650,000 more over their lifetimes than people without college degrees.

"Some people would have you believe college students are the single most disadvantaged group of people in the United States," Mr. Carnes said in an interview. "I don't think that's factually accurate."

Going to college "is something they choose to do," he continued. "They are not drafted to go into the mouth of a live volcano. If people elect to do this, even if they have to borrow money, I don't see any unfairness in that."

Aid Sources

The new study found that students in historically black private colleges have, during the past five years, sharply increased their reliance on loans to finance college costs. The proportion of student-aid recipients in those colleges who were dependent on loans rose from 4 percent in 1979-80 to 46 percent in 1984-85, the study found.

The students turned to loans, it found, because other sources of aid were unavailable. Their families were generally unable to pay their tuitions, the report says, noting that the students studied came from relatively large families, averaging 4.6 members, and that more than a third of them had at least one other sibling in college.

Moreover, the study found, the median family income of the aid recipients studied was $10,733 in 1983-84, approximately one-third of the median income for all families with children in college.

The colleges themselves were also limited in the amount of financial assistance they could provide, the study found. Endowments at historically black private institutions average 50 percent of those at other private colleges, it found.

In addition, the report notes, because average tuitions at the black institutions are lower than those at other private colleges, the black schools have less income to use for scholarships.

Tuition at Paine College in Georgia, for example, is about half the amount necessary to meet costs, according to its president, William Harris.

"If I were to take a wholly business approach, rather than increase

Continued on Page 10

Pitt

An Opportunity to Grow. . .
SummerStudy at Pitt

A series of workshops at the University of Pittsburgh for teachers, counselors, and administrators who want to update their skills.

For University Credits:

Models of Teaching
An intensive workshop combining teaching strategies and staff development
Bruce Joyce and Beverly Showers, July 20-31

Using Microcomputers in Classroom Testing
Microcomputer implementation of basic classroom testing and measurement
Tse-Chi Hsu and Suzanne Lane, June 29-July 3

Working with Families with a Special Needs Child
Dynamics and counseling of families with a handicapped child
Milton Seligman, June 22-July 9

Problem Solving in Secondary Mathematics
Instructional strategies for problem solving in secondary school math
Martin Cohen, July 6-17

Other Exciting Workshops, such as: Immersion workshop for foreign language teachers; Guidance of young children's social behavior; Update for Chapter 1 reading and mathematics teachers; Involvement of senior citizens as classroom resources.

***For information, write or call:** Dr. Naomi Zigmond, Director,*
Institute for Practice and Research in Education, 5R02 Forbes Quadrangle
University of Pittsburgh, Pittsburgh, PA 15260   (412) 648-7080

4/23/87 R4800-2

THIS WEEK'S FORUM: PAGE 25

EDUCATION WEEK

American Education's Newspaper of Record / $2.00 Volume VI, Number 30 · April 22, 1987

© 1987 Editorial Projects in Education

Business Tax Revolt In Michigan Poses Threat to Schools

Top Firms Are Challenging Plants' Assessed Values

By Tom Mirga

Following the lead of the Ford Motor Company, a number of other Fortune 500 companies have challenged their tax assessments in Michigan in a move that could cost the state's school districts millions of dollars.

The list includes some of the most familiar names in American business: Amway, Chrysler Corporation, Dow Chemical, Du Pont, General Motors, Steelcase, Strohs, Uniroyal, Unisys, UpJohn, and Warner-Lambert. And their actions have prompted scores of smaller companies throughout the state to follow suit, observers say.

The Michigan Tax Information Council, a nonprofit research group, reports that more than 1,400 property-tax appeals had been filed with the state tax tribunal as of March 31. General Motors alone has filed nearly 30 such appeals, disputing a total of $460 million in property assessments in 14 communities.

According to school and business officials, the recession that ravaged the state's economy in the late 1970's and early 1980's, combined with increased competition in the world market, forced Michigan's leading businesses to take a closer look at ways to cut costs. [illegible]d with increasing frequency, those officials say, the companies are cast-

Continued on Page 22

Chapter 1 Assistance 'Properly Targeted,' House Study Finds

By James Crawford

WASHINGTON—Chapter 1 compensatory education is reaching the children it was intended to serve, contrary to assertions by Secretary of Education William J. Bennett, according to a new Congressional staff report.

"The program is properly targeted to high-poverty schools and the lowest-achieving students in those schools," said Representative Augustus F. Hawkins of California, chairman of the House subcommittee on elementary, secondary, and vocational education, in releasing the study last week. "So the most disadvantaged are being served."

In fiscal 1988 budget documents, the Education Department argued that under Chapter 1, "many children receive services who are neither poor nor educationally deprived. ... Of the Chapter 1 students receiving mathematics instruction, for example, only 40 percent come from poor homes; about 20 percent scored above the 50th percentile."

Continued on Page 17

'Shelter Kids'

Homeless Children Posing Special Problems For Educators, Policymakers, Social Workers

By Kirsten Goldberg and William Montague

At school, the other students call them "shelter kids."

They are the new homeless, moving with their parents from shelter to shelter and from school to school, sometimes missing classes for months at a time, sometimes dropping out altogether.

"The realization that there are large numbers of homeless children is a recent phenomenon," says Lisa K. Mihaly, a spokesman for the Children's Defense Fund, a Washington-based advocacy group. "The image of the homeless as being exclusively middle-aged bag ladies or skid-row bums is no longer valid."

Yet only recently have policymakers begun to address the complicated mixture of problems, including education, that homeless children face, according to advocates for the homeless.

And those who have undertaken the task say that the legal and ethical questions involved can be formidable. They include not only questions of jurisdictional responsibility and educational equity, but also, in some cases, the rights of homeless parents to keep their families intact.

Such questions may surface later this month in Congressional hearings, as federal lawmakers consider a proposed $450-million aid package for the homeless. Among the legislation's provisions is a requirement that state education agencies develop comprehensive plans for educating homeless children.

Though there is general agreement in the Congress that the problems of the homeless must be addressed, the measure is running into stiff opposition from major education groups, who say the proposals contain harsh sanctions that would do more harm than good.

Advocates for the homeless, on the other hand, have strongly endorsed the legislation, which, they say, would ensure

Continued on Page 20

'Dumping Ground' or Last Chance?

Experts Divided on Alternative Schools

By Debra Viadero

Shawn Lettau's behavior had earned him the label of truant and troublemaker in the Anne Arundel County, Md., schools. And after repeated suspensions, the 14-year-old was given a choice: Either attend an "alternative school" for disruptive students or be expelled.

He chose the alternative school, a place called the Learning Center in Annapolis, and now he earns top grades while dreaming of a good job after graduation.

"It's the best thing that's happened to me since I've been in school," he says.

But Huntley J. Cross, the center's director, remembers a time when success stories like Shawn's were the exception, rather than the rule.

When he came to the school 13 years ago, Mr. Cross says, it was "somewhat of a dumping ground," lumping together the emotionally disturbed, those prone to bad grades and misbehavior, and the seriously delinquent.

Other educators claim that at too many of such discipline-based alternative schools, that situation may still be the case.

In an era of magnet schools and other options, the traditional notion of placing problem students in non-voluntary alternative programs for special attention has gained new momentum nationwide. But because of widely varying program quality, not all experts consider the development a positive one.

"Simply taking kids out of one setting and placing them in another, arbitrary setting doesn't do them any good," explains Denise Gottfredson, a University of Maryland researcher who, five years ago, helped

Continued on Page 16

Broader Focus Said Key to Next Wave Of Reform Drive

New Study, Leaders Agree Public Must Be Won Over

By William Snider

CHICAGO—The school-reform movement has succeeded in raising student achievement in high school, but without more progress in professionalizing teaching and improving instruction in the early grades, such gains may be jeopardized by a return to "benign neglect," a major new study released last week concludes.

The book-length report, *"... the best of educations": Reforming America's Public Schools in the 1980's*, examines the reform process to date, concentrating on seven states: California, Colorado, Florida, Illinois, South Carolina, Texas, and Washington. It is the result of a two-year study commissioned by the John D. and Catherine T. MacArthur Foundation.

At a conference here coinciding with the report's release, a group of prominent educators and business leaders convened by the Education Commission of the States generally agreed with the report's conclusions on what the essential elements of the "second wave" of reform should be.

And they were in agreement with the new study in warning that the second wave may never arrive, unless the public is convinced that the energy and money expended thus far have been worthwhile and that further efforts are needed.

Americans are an "impatient people," said Gov. James Thompson of Illinois, one of those attending the E.C.S. conference. "They want to know what we have done with their money."

The commission's executive director, Frank Newman, agreed. "The toughest part lies ahead," he said. "We're moving into a period of increasing subtlety" that will make reform more difficult to explain and sell to voters and politicians.

The economic problems of many states also threaten reforms, the conference participants said. They rejected U.S. Secretary of Education William J. Bennett's assertion, made most recently in an April 5 speech to the Education Writers' Association, that school reform can be accom-

Continued on Page 18

Also in the news

Tests Discriminate Against Girls, Study Says

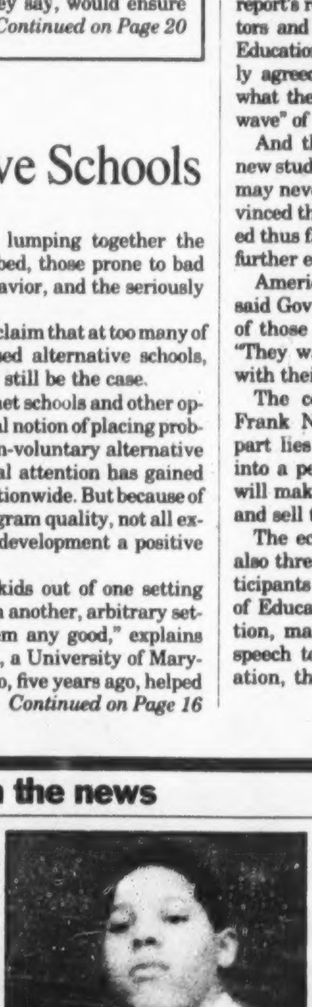
Because college-admissions tests are "sex biased," young women lose millions of dollars in scholarship aid each year, and are denied access to leading institutions, a new report asserts.

5

Major Changes Continue At Catholic Schools

As more Catholic schools close and enrollment declines, the percentage of minority students and non-Catholics—most of them black—has risen dramatically since 1971.

9 ▸



Law To Aid Vaccine Victims Sparks Dispute

House Democrats and the Administration are at odds over how to solve the growing vaccination-liability crisis and how to compensate children who are injured by the immunizations.

12

IN SUMMARY

A Matter of Perspective
American students are more pessimistic than Soviet teen-agers about their economic prospects and the possibility of nuclear war, according to a survey of students in both countries. **Story on Page 7.**

A Coalition for Change
In Boston, Mayor Raymond L. Flynn and other civic leaders are calling for an overhaul of the city's school system to improve its performance and increase educators' accountability. **Story on Page 9.**

Better Late Than Never
After a delay that may force some school districts to borrow money to cover current expenses, the New York legislature has increased the state's education budget for the fifth straight year. **Story on Page 10.**

Home From the Holiday
Members of the Congress are returning from their Easter recess this week to confront a growing legislative agenda, including bills that would have a substantial impact on education. **Story on Page 12.**

One Down, One To Go
Pleased with the fiscal 1988 budget adopted this month by the House, education lobbyists are trying to persuade the Senate to approve a similar spending blueprint. **Story on Page 14.**

I.R.S. Signals Retreat
Officials of the Internal Revenue Service have said they may withdraw all or part of a controversial proposal that would greatly curtail the political activities of nonprofit groups. **Story on Page 14.**

Colleges 15
Commentary .... 23 & 32
Databank 18
Events 26
Federal File 12
Honors 26
Letters 24
Marketplace 27
Special Education 4
State Capitols 10

FORUM
"Teacher Education Programs: A Commitment for Cooperation."
Education Commission of the States.
Statement on Page 25

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 30.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions,
Subscription Problems,
and Changes of Address
Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Bill Montague, Anne Pavuk
Blake Rodman, Robert Rothman
William Snider, Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTOR
Carol Maloney

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hutchkiss

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANTS
Molly McSherry, Laura Royer

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
Director
Leslie K. Hubbard

Assistant Director
Michael McKenna

1255 23rd Street, N.W., #775
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis A. Edge Jr.
842A State Road
Princeton, N.J. 08540
609/683-7900

MIDWEST
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
(Display Advertising Only)

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

NATIONAL

Fortune 500 Executives Call Schools Deficient

American business executives believe that deficiencies in mathematics, science, English, and basic skills are responsible for the United States' declining competitiveness in the world market, a survey of Fortune 500 executives has found.

Some 88 percent of the research-and-development executives surveyed said there were deficiencies in the U.S. educational system. Asked to identify those shortcomings, 30 percent cited students' poor ability in math, science, and English at the secondary and college levels, and 23 percent said poor basic education at the elementary-school level.

The executives also said the high quality of the Japanese and West German educational systems was a major reason why those countries have made technological gains.

In addition, a majority of the respondents said the United States' technological literacy rate was "very low," compared with those of other industrialized nations, and nearly 90 percent said that all citizens, not just those with technical talent, must be technologically literate.

The Opinion Research Corporation conducted the survey for the Waltham, Mass.-based GTE Laboratories Inc. It was released this month at the Boston Museum of Science at a ceremony marking National Science and Technology Week.

High-School Football Deaths Rose in 1986

The number of high-school football players who died as a result of participating in the sport nearly tripled in 1986 over the previous year, a new study has found.

Eleven high-school football players died last year, the highest total in a decade, researchers at the University of North Carolina at Chapel Hill reported this month. Four football players died as a result of competition in the 1985 season.

Also during the 1986 season, six players died from causes indirectly related to football, including heart attacks following exertion. Only one player died under similar circumstances the previous year.

"If [the deaths] continue to climb, we'll have to look at how coaches are teaching blocking and tackling once again, and also look at the standards for football helmets," said Frederick O. Mueller, a professor of physical education and the study's principal researcher. Of the 12 deaths that occurred in high-school and college football last year, 9 were the result of head injuries, he noted.

The study was based on information from the National Federation of State High School Associations, the National Collegiate Athletic Association, and about 150 people nationwide who monitor sports accidents.

STATES

Education School Sued By Graduate Over Grade

A 24-year-old teacher has sued the University of Delaware on the grounds that an unfair D grade prevented her from receiving a state teaching certificate until two years after she had graduated.

Christine Paoli of Newark, Del., argues in the suit, filed in U.S. District Court, that her former professor, Anne McCourt-Lewis, was biased against her.

She also alleges that the college failed to inform her of procedures designed to mediate grade disputes and to appeal grade decisions.

Ms. Paoli currently teaches at St. Anthony's School, a private elementary school in Wilmington, Del., that does not require its instructors to have a state teaching certificate.

Her suit seeks both compensatory and punitive damages from the university.

Barbara D. Crowell, a lawyer for Ms. McCourt-Lewis and the university, last week denied Ms. Paoli's allegations.

She said Ms. Paoli was given "full due-process procedures."

According to Ms. Crowell, the former student received two full hearings before panels of both students and faculty members, and was subsequently evaluated by another professor, who also gave her a D.

143 District Budgets Rejected in New Jersey

School budgets in 143 districts were rejected by New Jersey voters this month, but local officials said the budget disputes should be resolved in time to plan for the next academic year.

Frank Belluscio, a spokesman for the New Jersey School Boards Association, said that 74.1 percent of the 553 school budgets on the ballot were approved by voters, down from 82.4 percent last year. Voters in the state's largest city, Newark, were among those rejecting budgets.

Mr. Belluscio said the large number of rejections may be attributable to a projected $89.4-million shortfall in state aid to local districts. He said the deficit may have forced some districts to raise property taxes to higher-than-normal levels to make up the difference. He added that the shortfall had hit school transportation budgets particularly hard.

Rejected school budgets are referred to municipal governments, which have until April 28 to amend or approve them, the spokesman said. School boards can then appeal any cuts to the state commissioner of education.

"The voters have essentially said, 'We want another group of elected officials to look at the budget,' " Mr. Belluscio said.

DISTRICTS

Strike Ruled a Lockout; Teachers Entitled to Pay

In a unanimous decision, the Pennsylvania Supreme Court has ruled that Philadelphia teachers who participated in a 50-day strike at the beginning of the 1981-82 school year were actually locked out by the city school district and are entitled to unemployment compensation.

The decision, which upholds a 1985 Commonwealth Court ruling, will cost the district up to $18 million, according to J. William Jones, a district spokesman.

Under the ruling, approximately 18,000 teachers and other employees represented by the Philadelphia Federation of Teachers at the time of the strike are entitled to compensation, Mr. Jones said.

The union, an affiliate of the American Federation of Teachers, had argued that the strike was actually a lockout because the district had reneged on contract obligations by withholding a 10 percent negotiated pay increase.

The state's highest court agreed. "To deny unemployment-compensation benefits," the ruling states, "would make illusory the agreements made by public employees in this commonwealth as a result of their good-faith bargaining."

The district will accept the court's decision and pay the unemployment claims, Mr. Jones said.

"We can afford it now," he noted, "but it will make our projected deficit for 1988-89 that much larger."

Injuries Seen in Wake Of Yonkers Busing Plan

Concerned about student injuries that have occurred since the start of court-ordered busing last fall, officials of the Yonkers, N.Y., school system are launching a traffic-safety campaign aimed at local motorists.

Since September, five children have been hit by cars failing to stop for school buses, resulting in minor injuries, according to the district's superintendent of schools, Donald Batista.

Under the school-desegregation plan, the number of children in Yonkers being transported to and from school by bus has increased from

Tests' Sex Bias Costs Women Millions In College Assistance, Group Asserts

By Lynn Olson

Young women lose millions of dollars in college scholarships each year as a result of sex bias in admissions tests that are widely used in making such awards, argues a report released last week.

"These tests are supposed to predict future academic performance," said Phyllis Rosser, the principal author of the study by the National Center for Fair & Open Testing, or FairTest. "Yet, girls earn better grades than boys in both high school and college, but score lower on standardized tests."

"The more these biased exams are used as gatekeepers for college admission and scholarship aid," she contended, "the more discrimination young women suffer."

For example, the report says, of the approximately 15,500 semifinalists competing for National Merit Scholarships this year, 61 percent are men and 35 percent are women. More men than women are semifinalists in every state except Hawaii and Montana, according to FairTest's calculations.

National Merit semifinalists are chosen on the basis of their scores on the Preliminary Scholastic Aptitude Test. Because women generally score lower than men on the P.S.A.T., they are less likely to become contenders for the prestigious awards, FairTest says.

The advocacy group identified the sex of the semifinalists from a list of their names. It was unable to determine the sex of approximately 4.3 percent of the competitors.

The group also reports that in 1985-86, girls received only 36 percent of the National Merit Scholarships, while men received 64 percent. That year, it notes, some 643,000 women took the P.S.A.T., compared with 537,000 men. The sex of approximately 1,000 additional test-takers was not identified.

In addition to the National Merit Scholarship Corporation, more than 800 other private and government scholarship agencies rely at least partially on admissions tests to select winners, according to the study, "Sex Bias in College-Admissions Tests: Why Women Lose Out."

Scholarship Group Responds

FairTest's charges drew a quick response from Marianne Roderick, senior vice president for the nonprofit organization that provides more than $23 million in National Merit awards to students each year. Some 670 corporations, foundations, professional organizations, colleges, and universities sponsor the scholarships.

Ms. Roderick stressed that, while P.S.A.T. scores are used to select semifinalists, the organization also considers a wide range of other criteria in making the awards, including students' academic records, extracurricular activities, intended college majors, leadership potential, and recommendations of their school principals.

"Because the test scores of all finalists in the merit program are very similar and very high," she said, "the other factors really become more important in choosing the scholarship winners."

Ms. Roderick said the P.S.A.T. is used as an initial screening device because it is readily available to all interested students and allows them to enter the competition on the same basis.

But she admitted that in the past few years the annual pool of approximately 15,000 semifinalists has been about 60 percent male.

Ms. Roderick declined to address the charge that the P.S.A.T. is biased against female students. That question, she said, should be asked of the Educational Testing Service, which produces the test.

> *"The more these biased exams are used as gatekeepers for . . . scholarship aid, the more discrimination young women suffer."*
>
> *—Phyllis Rosser, principal author of FairTest study*

"We are not in the testing business," she said. "What we operate is a scholarship competition."

Not Biased

Fred Moreno, assistant director of public affairs for the College Board, which contracts with the E.T.S. to produce both the P.S.A.T. and the Scholastic Aptitude Test, said, "Fundamentally, we don't think the [P.S.A.T.] is biased."

There is a difference in how men and women score on both the P.S.A.T. and the S.A.T., he said, "but we don't know all the answers and reasons why."

For example, he noted, "at least in terms of the math section, we know that women tend to take less math and science courses in high school than men do, and that could have an effect on their math scores."

Mr. Moreno added: "There are some 1.2 million P.S.A.T. takers who are applicants for National Merit Scholarships. It would be impossible for [the National Merit Scholarship Corporation] to look at the portfolios of 1.2 million people."

He said an analysis by the E.T.S. had found that using the P.S.A.T. as an initial screen for the scholarships did not appear to be hurting students. Scholarship winners, he noted, are judged on a wide variety of measures, "and boys still wind up getting more scholarships" than do girls.

According to FairTest, the proportion of female National Merit scholars has decreased in the past three years. In 1985-86, of the 6,026 scholarships awarded, 36 percent went to women, compared with 38 percent in 1984-85 and 40 percent in 1983-84.

Its report includes a state-by-state breakdown of this year's National Merit semifinalists by sex; a list of corporations that give special merit scholarships administered by the National Merit Scholarship Corporation; and a list of other scholarships awarded, at least in part, on the basis of college-admissions-test scores.

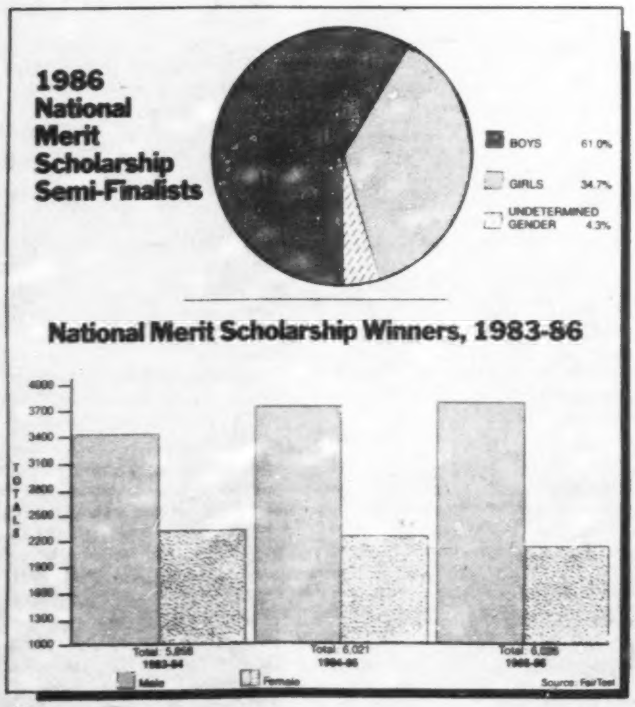
Extensive Use

The FairTest study also maintains that widespread use of college-admissions tests—including the S.A.T. and the American College Testing program examination—denies women access to competitive universities and college-preparatory programs.

According to the report, more than 1,000 colleges and universities require that scores on college-admissions tests be submitted before they will consider an applicant.

FairTest lists nearly 300 accredited colleges and universities that it says rely heavily on test scores in making admissions decisions.

In addition, FairTest reports that a number of special high-school programs for the "gifted and talented" use college-admissions scores to select participants.



1986 National Merit Scholarship Semi-Finalists

National Merit Scholarship Winners, 1983-86

Source: FairTest

COGNITIVE LEVELS MATCHING

THE INSTITUTE OF COGNITIVE LEVELS MATCHING

is pleased to announce that it will again offer its introductory course this summer:

- **AUGUST 9-15 at LONG ISLAND UNIVERSITY AT SOUTHAMPTON, NEW YORK.**

Institute participants will learn:

- How thinking develops in students from a constructivist perspective.
- How to assess the cognitive abilities of students.
- How to assess the cognitive demands of curriculum.
- How to create a cognitively appropriate match between the learner and the curriculum.
- How to create an educational environment in which cognitive development is facilitated.

Educators who have participated in this offering in past years have reported that it stimulated their professional thinking while expanding their repertoire of teaching strategies.

Room/board and three graduate credits:	**$775.00**
Room/board and certificate	**$695.00**

For More Information Contact:
Dr. Martin Brooks
The Institute of Cognitive Levels Matching
Shoreham Wading River School District
Shoreham, New York 11786
(516) 929-8500

THE AIDS RECORD

"State-of-the-art in AIDS news and information."
—Samuel Matheny, MD
U.S. Health Resources and Services Admin.

"The resource service has already saved us time and effort ... very valuable."
—K. T. Reddi, MD
Chicago Dept. of Health

"Useful for it's broad coverage ... conveys the speed of activities."
—Dean Harvey Fineberg
Harvard University
School of Public Health

"Required reading to stay abreast of AIDS developments."
—Reginald Hardy
American Health Products Corp.

COMPLETE COVERAGE OF THE ACQUIRED IMMUNE DEFICIENCY SYNDROME EPIDEMIC

THE AIDS RECORD

The Complete Information Service for all professionals involved in research, care, legislation, regulation, employment, insurance, education, products and services

Twice a month: news and data, funding opportunities, events, and information contacts from across the United States and abroad.

PLUS:

- Rapid facts and referrals via our exclusive AIDS Record Telephone Resource Service—5 days a week, and
- Your own Directory—names, addresses, telephone numbers—of Key AIDS Program Officials in Federal, State, County and City Governments—first time published, a $50 value

ORDER TODAY

D.C. Residents add 6% Tax
(Please Print)

Send me ______ subscriptions to the AIDS Record ($275 for first subscription, $75 each additional subscription mailed in the same envelope). 60 day money back guarantee.
☐ Payment enclosed (make check payable to the AIDS Record)
☐ Purchase order #______

Send order form to:
the AIDS Record, P.O. 66020
Washington, D.C. 20035-6020
Information (202) 393-AIDS

Name______
Org.______
Address______
City______ State______ Zip______
Phone (______)______

EW

4/29/87R4800-2

EDUCATION WEEK

American Education's Newspaper of Record / $2.00 | Volume VI, Number 31 · April 29, 1987 | © 1987 Editorial Projects in Education

Accord Is Reached On Bill To Extend Bilingual-Ed. Act

New Funds Would Support 'English Only' Methods

By James Crawford

WASHINGTON—Citing the need "to keep bilingual education alive," Democrats on the House Education and Labor Committee struck a compromise last week with the program's critics: Future funding increases would go primarily for "English only" methods, while support for native-language instruction would be guaranteed at current levels.

The surprise agreement, which angered advocates of bilingual education, was worked out in tortuous negotiations over the previous two weeks led by Representatives Dale E. Kildee, Democrat of Michigan, and Steve Bartlett, Republican of Texas.

The committee approved the compromise as part of H R 5, which would extend more than a dozen elementary- and secondary-education programs—including Chapter 1, Chapter 2, Indian education, and impact

Continued on Page 19

Catholic Educators Surprised by Data On Student Values

By Kirsten Goldberg

NEW ORLEANS—Despite their schools' emphasis on traditional moral values, seniors in Roman Catholic high schools may be more likely than their public-school peers to engage in shoplifting and drug and alcohol abuse, preliminary results from a national study suggest.

Those findings, released here last week at the annual convention of the National Catholic Educational Association, surprised many of the 14,000 conference-goers and prompted some educators to call for more attention to the problems indicated.

"The Catholic high school does a good job of promoting important values in kids, particularly in religion," said Peter L. Benson, the consultant directing the study, which is scheduled for completion next year. "But it isn't as good at preventing adolescent behaviors we want to prevent."

Because the mission of Catholic education is to influence students morally as well as academically, it is important to examine "how good a job we're doing," added Mr. Benson, president of the Search Institute, a nonprofit research group based in Minneapolis.

Mr. Benson's research, commissioned by the N.C.E.A., is based on an analysis of data from "Monitoring the Future," an annual survey of student beliefs sponsored by the National Institute on Drug Abuse. The survey involves 16,000 high-school seniors from public and nonpublic schools nation-

Continued on Page 9

California's 'North Star' for Education Leaders

Scholars Bridge Gap Between Policy, Research

By Lynn Olson

PHOTO COURTESY OF PACE

Allan R. Odden, director of the Southern California PACE Center (center), discusses PACE's annual compendium of education facts and statistics.

BERKELEY, CALIF.—Two years ago, in the midst of a heated debate in the California legislature over whether to eliminate the Commission on Teacher Credentialing, a proponent of the proposal stood up, waved a red, white, and blue publication, and declared: "PACE says eliminate this."

Leaping to his feet, a supporter of the commission waved his own copy of the report, and shouted: "No it doesn't!"

The incident exemplifies the growing role that PACE—or Policy Analysis for California Education—has played in the often vigorous debates waged on school issues in California since its creation in 1983.

At a time when many states are seeking a broader base of information on which to base their education policies, the university-based research center offers at least one model for providing such data.

PACE's mission is to provide policymakers with a "nonpartisan, objective, independent body" of information about K-12 schooling in California. According to both lawmakers and educators, its numerous analyses on the state's schools have provided an invaluable source of information during one of the most active education-reform periods in the state's history.

As one advocate put it, PACE has helped to "provide a much better feel for what is actually happening in education."

"They've brought together data that were available before," said Kati Hay-

Continued on Page 16

N.E.A. Pursues Its Plan To Establish State Boards Controlled by Teachers

By Blake Rodman

As planning continues for a national board to certify teachers, one of the key players in that effort, the National Education Association, is forging ahead on a related priority of its own: the establishment in each state of a professional-standards board controlled by teachers.

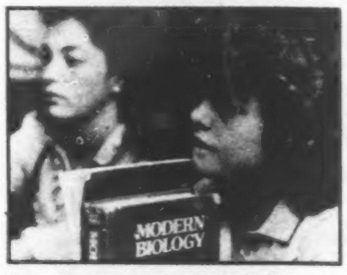
In the view of the N.E.A.'s leaders, such autonomous boards, currently under consideration in several states, would be the "centerpiece" of professional self-governance. They stress that, unlike the national board, now being developed with the help of the Carnegie Forum on Education and the Economy, the state panels would be legally empowered to set standards for teacher licensure—and thus would control entry into the profession.

"What is being done nationally is very important to overall standards-setting," said Sharon P. Robinson, director of the N.E.A.'s instruction and professional-development unit. "But the real authority in terms of permitting people to practice is granted by the states."

Continued on Page 20

Also in the news

American Students Rank Last In Science, Show Little Gain



Even the best U.S. students lag behind their foreign counterparts, a new international study says.

7

Bok Tells Education Schools To 'Practice What They Preach'

The president of Harvard University has exhorted education schools to "exemplify the highest standards of instruction and to come forth with challenging new ideas."

6

New Rules Give Schools Deadline For Removing Asbestos

In an effort expected to cost them $3.2 billion, all schools must inspect for asbestos by July 1989 and remove or contain it to comply with new E.P.A. rules.

13

Many State Programs For the Handicapped Are Found Deficient

By Debra Viadero

WASHINGTON—Many state programs for the handicapped continue to be out of compliance with some of the most basic provisions of federal handicapped-education laws, according to findings in a not-yet-published Education Department report.

The study, titled the "Ninth Annual Report to Congress on the Implementation of the Education of the Handicapped Act," provides a statistical portrait of the status of the nation's special-education programs.

The portrait it paints, experts said last week, is both encouraging and disturbing.

Among other findings—some of which are drawn from data that were gathered for the first time last year—the report found that:

- For the first time in more than a decade, the number of handicapped children being served declined as a percentage of the total school-age population. The proportion decreased from 11.19 percent in the 1984-85 school year to 10.97 percent last year.
- Improved services are needed for 12 percent of the nation's handicapped children—an estimated 450,000 students.
- More than 21 percent of special-education students—most of them labeled "emotionally mentally retarded" or "learning disabled"—dropped out of school in 1984 and 1985.
- Most handicapped youngsters are being taught at least part time in regular classrooms.

Continued on Page 21

IN SUMMARY

Holding Steady
A new federal study concludes that the number and proportion of black 18- to 24-year-olds in college has remained stable in the 1980's, despite widespread perceptions to the contrary. **Story on Page 4.**

Assessing an AIDS Curriculum
A national student-advocacy group is releasing this week a set of criteria to help educators and parents evaluate K-12 curricula on acquired immune deficiency syndrome. **Story on Page 4.**

Signs of Progress
The condition of the American family, an institution pummeled by social and demographic changes, is showing some signs of improvement, according to a House committee's "report card." **Story on Page 5.**

Investigating Irregularities
Education Department employees in Boston were directed by their supervisors to persuade civil-rights complainants to drop their charges, a Congressional panel was told last week. **Story on Page 13.**

Lowering the Cost
Acknowledging stringent budgetary pressures, the chairman of the House Ways and Means Committee has sharply reduced the cost of a welfare-reform bill that emphasizes education. **Story on Page 14.**

Renewing a Federal Commitment
The omnibus bill that would reauthorize Chapter 1 and most of the other federal programs aiding precollegiate education is headed for the House floor after winning committee approval. **Story on Page 19.**

Administration 4
Commentary 28
Deadlines 23
Events 23
In the Press 22
Letters 22
Marketplace 25
State Capitols 11

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C. and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 31.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Bill Montague, Anne Pavuk
Blake Rodman, Robert Rothman
William Snider, Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTOR
Carol Maloney

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANTS
Molly McSherry, Laura Royer

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
Director
Leslie K. Hubbard
Assistant Director
Michael McKenna
1255 23rd Street, N.W., #775
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis A. Edge Jr.
842A State Road
Princeton, N.J. 08540
609/683-7900

MIDWEST
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
(Display Advertising Only)

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

Bennett Asks Schools To Join Cleanup Effort

In an effort to give schoolchildren an exercise in "character education," the Education Department is joining other federal agencies in promoting a nationwide campaign to clean up public land, including schools and playgrounds.

The goal of the "Take Pride in America" campaign, spearheaded by the Interior Department, is to draw attention to the importance of preserving public property, officials said.

Secretary of Education William J. Bennett will send a letter to public and private elementary and secondary schools to urge their participation in "Take Pride in America" week, May 17-23, according to Peter Greer, the department's deputy undersecretary for intergovernmental and interagency affairs.

Regional representatives will be responsible for sharing the best project ideas from schools in their districts, he said, but students' involvement in the campaign could be as simple as removing discarded paper from their own school grounds and surrounding areas.

"Integrity, respect, and courage need to be better understood by teachers and students," Mr. Greer said, explaining that the department's interest in the campaign reflected Mr. Bennett's emphasis on such values in education.

The campaign is being managed by the Advertising Council, a nonprofit organization that prepares and distributes public-service announcements.

Pell Seeks National Test For High-School Seniors

The Education Department would be required to create a universal achievement test for high-school seniors under a bill introduced by Senator Claiborne Pell, Democrat of Rhode Island.

The bill, a new version of a similar measure sponsored by Mr. Pell nearly 20 years ago, would give public school districts and private schools the option of participating in the examination, which would be paid for by the federal government.

Under Mr. Pell's bill, students who passed the test would receive certificates from the Secretary of Education. "The legislation I am submitting would give us the mechanism to achieve a comparative measurement of student achievement," Mr. Pell said in a Senate speech this month.

He said his bill was a response to the recommendations of a study group led by former Gov. Lamar Alexander of Tennessee that considered reforms in the National Assessment of Educational Progress.

The panel, appointed by Secretary of Education William J. Bennett, recommended expanding NAEP to cover more subjects and said the assessment should include state-by-state comparisons of testing results.

Mr. Pell noted that his proposal is narrower than the recommendations in the study group's report. But, he said, the data collected through his test could be more "expansive" if most school districts agreed to participate.

The Education Department has not yet taken a formal position on Mr. Pell's proposal, a spokesman for the department said.

"We share Senator Pell's concern about improving the assessment of American education," the spokesman added. "And we hope we can work together to devise an acceptable piece of legislation to accomplish that."

NATIONAL

Schools Urged To Help Place Disabled Workers

Schools and universities could do more to link their disabled students with potential employers, a new survey on the hiring of handicapped workers suggests.

The poll, conducted by Louis Harris & Associates for the International Center for the Disabled, is based on interviews with chief executive officers, managers, and other executives in 920 companies across the nation. Though most top managers rated the performance of handicapped employees as "good" or "excellent," only 43 percent said they had employed a disabled person in the past year.

The biggest barrier to greater employment of the handicapped, according to 66 percent of the respondents, was a lack of qualified applicants. And 92 percent said a "direct training and rehabilitation link with schools and universities" would be "somewhat" or "very effective" in overcoming such barriers.

The survey also examines issues of cost, employer attitudes, and the availability of training programs in hiring the handicapped.

Information on the survey is available from the International Center for the Disabled, Education and Training Department, 340 East 24th Street, New York, N.Y. 10010.

STATES

N.J. Court Backs Rules For Students With AIDS

The New Jersey Supreme Court has upheld the right of state education officials to force public schools to admit students with acquired immune deficiency syndrome or AIDS-related complex.

The ruling, issued on April 15, is believed to be the first by a top state court on the issue of admitting children with AIDS to schools, state education officials said.

In handing down the unanimous ruling, the court upheld regulations promulgated last year by New Jersey's education commissioner, Saul Cooperman, and the state board of education. The regulations state that an infected child must be allowed to attend school unless he or she has a history of incontinence, excessive drooling, biting, or aggressive behavior, according to Roger Shatzkin, a spokesman for the department.

He said the ruling stems from a lawsuit involving two infected kindergarten girls who were denied admission to schools in the Plainfield and Washington boroughs in 1985.

The ruling has no effect on those students, according to Mr. Shatzkin. The first has already been admitted to a special class for neurologically impaired students, he said, and the second has moved out of state.

Texas Parents Backed In Home-Schooling Case

Parents in Texas can teach their children at home without fear of prosecution as long as they follow a basic curriculum, a state district-court judge has ruled.

The April 14 ruling specifies that home schooling must include lessons in reading, spelling, grammar, mathematics, and good citizenship. According to the decision, the state has the right to make a "reasonable inquiry" to ensure that children are receiving such instruction.

The case has been characterized as the first in the state to address the question of what constitutes a school. That "has been a big question in Texas," said Kirk McCord, executive director of the Texas Home School Coalition, a Dallas-based political-action committee.

"Finally, the law has been clarified in Texas to free parents to teach their kids free of state interference," Mr. McCord said.

Cheryl Leeper, who teaches her two children at home, filed the lawsuit against the Arlington Independent School District. She said she and 80 other parents threatened with prosecution by the state for keeping their children out of school decided "to ask the judge who's judge" in this matter.

Her major objection to the public schools was that they were overcrowded, Ms. Leeper said, adding that she feared her children "were slipping through the cracks." She said she obtains her teaching materials from the Christian Liberty Academy in Arlington Heights, Ill.

State teachers' groups have ar-

Finn Cites Shortcomings of Existing Research on Schools

By James Crawford

WASHINGTON—The public has reason to be skeptical of educational research given the fact that the nation's "educational system has, by many measures, worsened, even as tons of research have accumulated," the head of the Education Department's research branch told a meeting of the American Educational Research Association last week.

At the same time, there is "a public appetite" for information about "proven approaches and demonstrable results" in the classroom, said Chester E. Finn Jr., the assistant secretary for educational research and improvement.

And high-quality research is "vital to keep education reform moving down the track," he added.

Mr. Finn complained, however, about a variety of shortcomings in the field. As examples, he cited last year's response to the new "field-initiated studies" program, in which research projects were generated by grantees rather than by the Education Department.

"Too many of the proposals were embarrassing for the educational-research community," he said. "They were fraught with scanty plans, with overwrought budgets, with disorganized writing, with missing information, with ungeneralizable results."

A majority of the 288 proposals reviewed were judged to be below the "hopeless level," he said, because study designs were inappropriate for the questions asked, because they sought to answer questions already resolved, or because they focused on issues of "marginal importance."

On the other hand, "there are jewels in this landscape along with a fair number of pebbles," the assistant secretary said. He cited studies by James Coleman linking effective-schools principles to the concept of "social capital," and by Herbert Walberg on improving educational productivity.

Based on recent discussions with a dozen prominent researchers, Mr. Finn outlined four areas where there are "breakthrough opportunities in the next few years" and where the department hopes to devote "its meager resources":

- **Parent involvement.** "We are beginning to get beyond this as a kind of pious idea and to examine specific ways that parents can enhance student learning," he said.
- **Content-area studies.** School subjects should be viewed as "distinct educational enterprises, each with its own set of challenges," he said, adding that his office soon plans to award contracts for the first three of several "mini-centers" for such research, which will focus on literature, mathematics, and elementary-school subjects.
- **Assessment.** There is a need for "assessment mechanisms by which to appraise student achievement more accurately, more sensitively, and more efficiently at all levels," he said, including higher education.
- **Educational productivity.** While this field is new, he said, "you can bet that many elected officials are watching the research in this domain: How can we get the most bang for the education buck? . . . There's a real opportunity here for a new generation of school-finance research that concentrates on resource utilization, not just resource allocation."

Mr. Finn, along with Secretary of Education William J. Bennett, who appeared at the same forum, emphasized the importance of popularizing the fruits of educational research. And neither official missed the opportunity to promote the department's "What Works" pamphlet series, initiated last year.

Chester E. Finn Jr.

"People in [policymaking] positions need, now more than ever because of the intensity of the debate, good information in a form that they can understand and use," Mr. Bennett said. "It's possible to distill large amounts of information in a small book."

A second edition of the original "What Works: Research about Teaching and Learning" will appear in about two months, Mr. Finn said, expanding the number of findings from 41 to 59.

Foreigners Outpace American Students in Science

By Robert Rothman

WASHINGTON—The science achievement of U.S. students has improved little over the past two decades, and still lags far behind that of students in other countries, new data released here last week reveal.

The data, preliminary results from the Second International Science Study, found that, despite a slight gain in 1983, American students' performance in 1986 was at or below the level attained in 1970, when the first international study was conducted.

In addition, the study found, students in England, Japan, and six other unnamed countries outperformed the top American students, who were taking advanced courses in physics, chemistry, and biology.

"We really thought that advanced science students would do about the same as the British and the Japanese, and they did not," said Willard J. Jacobson, a professor of science education at Columbia University's Teachers College and the national research coordinator for the study. "That is disappointing."

Moreover, Mr. Jacobson said, American students taking their second year in a high-school science course performed only slightly better than students in their first year.

The preliminary findings, released at the annual meeting of the American Educational Research Association, analyzed data from the second phase of the international study, conducted in 1986, which examined science achievement among students in grades 5, 9, and 12 in about two dozen countries.

More than 300 U.S. schools participated in the study, which tested 2,584 students in grade 5; 2,248 in grade 9; and 6,331 in grade 12.

The first phase of the study, conducted in 1983 and 1984, surveyed students in grades 5 and 9, as well as 12th-grade students studying physics and 12th-grade students studying no science. Results from that study showed that U.S. student performance had improved since 1970. *(See Education Week, June 6, 1984.)*

The second phase was intended to survey students not tested in the first phase, including 12th-grade students in biology, chemistry, and advanced classes in those subjects and in physics. The study also tested students in grades 5 and 9 in "process" skills, which required students to perform tasks and explain their observations.

To compare students with those tested in earlier assessments, researchers in 1986 administered to 5th- and 9th-grade students the core test given in 1983.

The new study found that performance had actually fallen since 1983—to, at most, the same levels found in the 1970 assessment.

"At grade 5, our conclusions are that the results can be interpreted as 'no change to slight growth,'" according to Rodney L. Doran, a professor of science education at the State University of New York at Buffalo and the assistant national research coordinator of the study.

"At grade 9," Mr. Doran said, "our conclusion is that from 1970 to the 1980's, the performance is described as 'no change to slight decline.'"

However, he also noted that students in grade 9, who were given a set of questions identical to those given students in grade 5, performed substantially better than the younger students.

"At least they are not going backward," Mr. Doran said. "Something is occurring. As kids are maturing and growing, they are learning science."

International Comparison

The study also found that U.S. students studying biology, chemistry, and physics for a second year performed at substantially lower levels than students from other participating countries.

These few students—less than 10 percent of all 12th graders—represent the most advanced students in the United States, Mr. Doran said. "These are the end product of the U.S. school science program, yet they aren't faring real well in comparisons," he said.

In physics, for example, U.S. second-year students answered 44 percent of 26 items correctly, while Japanese students correctly answered 59 percent, and British students answered 58 percent. A composite score from nine countries, including the United States, Japan, and England, was 51 percent, the study found.

American first-year physics students answered 34 percent of the items correctly.

U.S. students in second-year biology classes performed nearly as well as Japanese students, answering 44 percent of 13 items correctly, compared with 48 percent by the Japanese. However, British students answered 71 percent correctly, and the international average was 62 percent.

The performance of U.S. students not taking science was closer to the international average, yet still trailed that of other countries. Non-science students in the United States answered 48 percent of 30 items correctly, compared with a nine-country average of 56 percent. Non-science students in England correctly answered 60 percent of the items, and Japanese students scored 58 percent.

Gender Differences

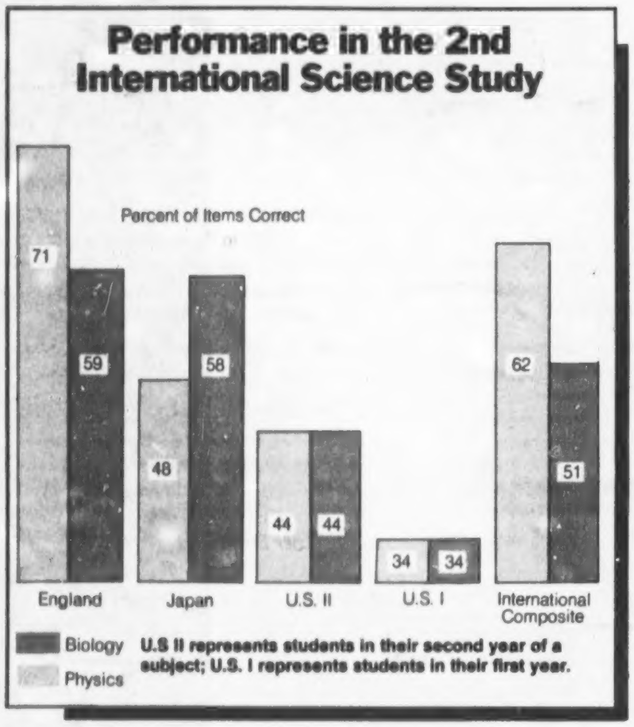
In the second study, as in the first, boys consistently outperformed girls, Mr. Doran reported. At grades 5 and 9, and among 12th graders not taking science, boys performed between 5 percent and 7 percent higher than girls, while in 12th-grade physics classes, boys performed about 11 percent higher than girls, he said.

The differences were larger than those found in Japanese classrooms, according to Mr. Jacobson. While he was reluctant to attribute a cause to the discrepancy, he suggested that cultural differences might explain it.

"Boys in our culture have more hands-on experience than girls do," he said.

For example, he noted, the greatest difference between boys' scores and girls' scores was on a question involving the reflection of light off a mirror. Boys could relate that question to throwing a ball or playing pool, he said.

However, the data show that, contrary to researchers' assumptions, the gender differences narrowed considerably on the process questions, which involve hands-on manipulation, according to Mr. Doran.



"On these manipulative, laboratory-type, practical items, the gender effect is almost non-existent," he said. "Our expectation was that girls would do poorly on these tasks. Happily, our data present contrary findings. Further study is needed to verify this conclusion."

Reforms Needed

The new data suggest that policy reforms are urgently needed, according to Bill G. Aldridge, executive director of the National Science Teachers Association.

"We're not doing very well, that's a fact," he said in an interview. "But if we don't go in and produce qualified teachers, build laboratories, and raise teacher salaries, we won't improve."

"Look at other countries and see what they are doing in that regard," he said.

The researchers will analyze the data to determine the factors that could have influenced the U.S. students' performance, according to Mr. Doran. Findings are expected to be completed by the end of next year, he said.

A similar study released in January, which examined the results of the Second International Mathematics Study, attributed the poor performance of U.S. students to the curriculum, which it said "is helping to create a nation of [math] underachievers." *(See Education Week, Jan. 21, 1987.)*

In science, the curriculum is a less-likely culprit, Mr. Doran said. "In math, there is clear tracking here," he said. "There is not so much in science."

Reports from other countries suggest other possible explanations.

In Israel, for example, the results indicate that students' interest in science and motivation to succeed are major factors in achievement, according to Pinchas Tamir, a professor of education at Hebrew University in Jerusalem.

"Teachers can do wonders if they put more attention to ways to raise interest and motivation," he said. "It has such a powerful effect on achievement."

Value of Journalism Courses Examined

College students who have taken journalism courses in high school or who have worked on their high-school newspapers and yearbooks score higher on various standardized tests than students who have not had such experiences, a new study has found.

Conducted by the Journalism Education Association's commission on the role of journalism in secondary education in cooperation with the American College Testing Program, the two-year study was undertaken to determine the value of journalism courses and experiences at the high-school level.

An examination of the records of 19,250 college students who had taken ACT assessments during the 1982-83 school year found that the 4,800 students who had served on the staffs of their high-school newspapers or yearbooks achieved higher composite scores in English and social studies than their counterparts who had not worked on high-school publications.

In addition, the study found that, out of 1,200 college students who had taken ACT standardized writing tests as college freshmen in 1984-85, those with high-school newspaper or yearbook experience achieved "significantly higher" scores.

The study also concluded that college students with high-school journalism experience generally earn higher cumulative grade-point averages as college freshmen and make better grades in their first college English classes.

Concrete Evidence

"This is the first time that concrete evidence has been collected to support what many journalism teachers have long contended ... that an academic-based journalism program coordinated with good publications is most valuable in teaching high-school students to write effectively," said John Wheeler, the commission's chairman and a high-school journalism teacher.

In its report, the commission recommends that high-school journalism courses carry credit toward graduation equivalent to that given any other language-arts writing course; that colleges accept such credit; that minimum standards be established for certifying precollegiate journalism teachers; and that curricular standards be established for academic journalism courses.

Copies of the report, "High School Journalism Confronts Critical Deadline," are available for $8.50 each from the Journalism Education Association, Box 99, Blue Springs, Mo. 64015. A digest of the full report is available for $3.50.

—R.R.

Student's Press Rights Violated, Group Alleges

A civil-liberties group has filed suit in federal district court charging that an Illinois high-school student's First Amendment rights were violated when he was punished for criticizing his school's conduct code in the student newspaper.

"The case alleges that the principal's actions were taken to punish [the student] Brian Lunn for lawful exercises of freedom of speech," said Jane Whicher, a lawyer for the American Civil Liberties Union in Chicago. According to Ms. Whicher, Mr. Lunn, a student at Collinsville High School, was suspended and stripped of his position as editor of the paper after he printed editorials questioning the code. In addition, she said, the principal, Ronald Ganschinietz, suspended publication of the newspaper and prohibited Mr. Lunn from moving around the school's campus without his permission.

On appeal, the school board lifted Mr. Lunn's suspension, but the other penalties remain on his record, Ms. Whicher said. He is seeking a preliminary injunction that would remove them.

In addition, he is seeking $100,000 in punitive damages from Mr. Ganschinietz, and $100,000 in punitive damages from the Collinsville Unit 10 Board of Education.

Jack A. Renfro, the district's superintendent, declined to comment on the case. But John Leskera, a lawyer for the board, said, "We don't think there was any constitutional violation."

"There was never any suspension of the paper, and the boy was never really removed from his position," Mr. Leskera said.

—R.R.

Ex-Principal Gets A 15-Year Term For Sex Crimes

A former Chicago high-school principal convicted of sexually assaulting five students has been sentenced to 15 years in prison.

Cook County Judge Francis Mahon sentenced James G. Moffat, who once held the city school system's second-highest post, to the maximum term. He announced his decision after telling the former principal, "I went through my notes piece by piece to see if I could find anything in your favor, and I couldn't."

Mr. Moffat was convicted in March of eight counts of taking indecent liberties with children and 16 counts of official misconduct for sexually abusing four boys and a girl in his school office from 1982 to 1984.

The judge said Mr. Moffat "used the very children that he was duty-bound to protect."

But Mr. Moffat persistently maintained his innocence, saying that the judge was biased against him. "The scales of justice were out of balance when this trial began," he said.

The county prosecutor, John Farrell, had requested the maximum sentence. "Instead of showing remorse and indicating a need for help, this defendant has gone on camera in public and continued with his arrogant attitude," he said.

The judge ordered Mr. Moffat jailed immediately.—DON SEVENER

DATABANK

Facts and Figures on Independent Schools

	School Year		
N.A.I.S. Member Schools[1]	1975-76	1980-81	1985-86
Number of member schools			
Girls' schools	111	78	110
Boys' schools	119	88	98
Coed schools	540	643	651
Boarding schools	64	42	42
Boarding-day schools	121	131	131
Day-boarding schools	75	80	71
Day schools	510	556	613
Elementary schools	175	192	212
Secondary schools	251	265	280
Elementary-secondary schools	344	352	367
Total number of member schools	770	809	859
Enrollment in member schools			
Total enrollment	227,406	315,375	342,403
As percent of total elementary- and secondary-school enrollment in U.S.	0.5%	0.7%	0.8%
Average enrollment per school	360	390	399
Minority students in member schools[2]			
Total number of minority students	17,209	24,631	34,003
As percent of total enrollment	6.8%	9.1%	10.7%
Tuition fees (grade 12 median)			
Day tuition	$2,070	$3,196	$5,338
Boarding tuition	4,108	6,153	10,126
Tuition fees, 1975 dollars[3]			
Day tuition	$2,070	$2,046	$2,710
Boarding tuition	4,108	3,944	5,140
	School Year		
	1975-76	1980-81	1984-85
Financial aid in member schools[4]			
Total number of students aided	30,163	34,007	44,658
As percent of total enrollment	14.8%	16.0%	17.3%
Total amount granted (in thousands)	$43,092	$73,680	$133,804
As percent of total school expenditures	6.9%	6.3%	7.4%
Average aid granted per student	$1,429	$2,167	$2,996
Average aid per student, 1975 dollars	$1,429	$1,389	$1,569
Voluntary giving to member schools (in thousands)[5]			
By purpose:			
Current operations	$48,098	$104,605	$117,852
Capital development	75,289	171,612	184,851
Total voluntary gifts	123,387	276,217	302,703
Average voluntary support per school	$239	$441	$697
Average support per school, 1975 dollars	239	283	365
Operating expenditures per student[6]			
Day schools	$2,219	$4,310	$6,153
Day-boarding schools	3,344	5,430	7,712
Boarding schools	5,925	10,116	12,982
Boarding-day schools	5,879	8,440	12,088
All schools	$3,197	$5,358	$6,803
All schools, 1975 dollars	3,197	3,435	3,562

1 Figures for number of schools and enrollments are for N.A.I.S. active members and subscribers to new school services in the U.S. Figures for minority students, tuitions, financial aid, and financial operations are for active members only. Source: N.A.I.S. Statistics, 1975-86.

2 Number of schools reporting: 700 in 1980-81, 785 in 1985-86. The number of schools reporting in 1975-76 was not recorded.

3 Adjusted according to Consumer Price Index, 1967 base = 100. Conversion factors: 165.9 for 1975-76, 259.6 for 1980-81, 316.7 for 1984-85, 327.1 for 1985-86. Source: Independent School Management, *Ideas & Perspectives*, August 25, 1986.

4 Number of schools reporting: 532 in 1975, 555 in 1980-81, 694 in 1984-85.

5 Number of schools reporting: 517 in 1975-76, 627 in 1980-81, 434 in 1984-85. 1984-85 figures from the Council for Financial Aid to Education, *Voluntary Support of Education, 1984-85.*

6 Calculated by weighted average procedure from data previously published by N.A.I.S.

SOURCE: The National Association of Independent Schools.

NOTE

ONLY THE FOLLOWING PAGES OF THIS

PUBLICATION HAVE BEEN FILMED

Cov. 1, pgs. 2, 8

5/15/87 R4800-2

THIS WEEK'S FORUM: PAGE 22

EDUCATION WEEK

American Education's Newspaper of Record / $2.00 Volume VI, Number 33 · May 13, 1987

© 1987 Editorial Projects in Education

Lawsuit Challenges New York City's Felton Remedies

Claims Chapter 1 Program Is Still Unconstitutional

By James Crawford

The New York City school system's Chapter 1 program is still violating the constitutional separation of church and state, according to a lawsuit filed by the advocacy group that initiated the *Aguilar* v. *Felton* case.

The Committee for Public Education and Religious Liberty, in a statement explaining the suit filed late last month, charges that mobile vans, leased facilities, and "segregated classrooms in public schools" are unconstitutional means of providing remedial services for religious-school students.

According to PEARL, an estimated $9 million spent by the New York City Board of Education on such arrangements this year "reduces the available [Chapter 1] services for eligible public-school pupils and discriminates in favor of religious-school pupils."

Some of the instructional sites, "in effect, serve as annexes to the religious schools," the group argues, "symboliz[ing] government support of the schools and their religious mission."

In its 1985 *Felton* decision, the U.S. Supreme Court outlawed the 20-year-old practice of sending public-school teachers into sectarian schools to teach classes under the

Continued on Page 16

Computer Use Grows In Chapter 1 Classes, New Report Finds

By William Snider

WASHINGTON—Computers are playing an expanding and increasingly diverse role in Chapter 1 compensatory-education programs, but administrators and teachers need more training and the benefits of more research before they can realize the full potential of high technology as a remedial aid, according to a new Congressional study.

And while scattered projects using computers to help limited-English-proficient students have shown positive results, such students and their teachers typically make far less use of technology than their peers in regular classes, the report concludes.

The findings were compiled by the Office of Technology Assessment, a Congressional research agency, as part of a comprehensive survey of the use of technology in education. The full study is scheduled to be completed next February.

A staff report on the findings relevant to Chapter 1 and LEP students was released last month to aid Congressional committees considering reauthorization bills for the federal programs that serve such children.

In addition to chronicling the rapid

Continued on Page 15

'Competitiveness' Theme Counters Past Neglect

Economic Concerns Aiding Programs for Gifted

By Ellen Flax

With "competitiveness" the apparent catch phrase for the 1988 elections, attention in Washington and elsewhere has been drawn to a group of students that some educators say have gotten "short shrift" from the reform movement: the gifted.

Three separate proposals before the Congress would provide funding and create programs to stimulate America's "best and brightest" as a means of supplying the talent needed for economic innovation.

And at the state level, statistics show a recent upsurge in total spending for gifted education, with further increases anticipated next year in a number of states.

"Part of our reform movement is [answering the question]: 'Can our leaders be competitive with the Japanese and the Germans?' " explains James J. Gallagher, professor of education at the University of North Carolina at Chapel Hill. "You're not talking about the bottom when you talk like that."

But while gifted-education specialists applaud the newfound interest in the field, they are cautious about assessing its impact. They note, for example, that effective programs have been unevenly distributed among the states. And the spending increases, they say, have often been added to a very slim base.

More important, they note, the leadership needed for a concerted national push in the field has been lacking since 1981, when the U.S. Education Department dismantled its office of gifted and talented programs.

And, to some, convincing reformers to embrace the gifted

Continued on Page 17

LOUISIANA SCHOOL FOR MATH SCIENCE AND THE ARTS

Gifted students conduct an experiment at the Louisiana School for Math, Science, and the Arts.

Quest for Single Voice Spurs Teacher Unions To Discuss Merger

By Blake Rodman

Spurred by a vision of forging one strong voice for teachers, leaders of several state affiliates of the nation's two major teachers' unions are holding separate talks on the possibility of merging their organizations.

Union leaders involved in the discussions note, however, that the path toward teacher unity—even at the state level—is strewn with obstacles.

In fact, the leaders say, the formidable political and philosophical differences between the National Education Association and the American Federation of Teachers, as well as their respective state affiliates, may prove to be too great to resolve.

In states where merger talks are under way, union officials said last week that the efforts stand, at best, a 50-50 chance for success.

But the officials were almost undivided in their belief that one strong teachers' organization at the state level would be far better for teaching and education than the current two.

They noted, for instance, that the creation of one state organization would enhance teachers' already considerable political clout, eliminate duplication of services, and enable union leaders to better use money now spent on turf battles between the two rival unions.

"It would certainly increase the influence of teachers, and would take dollars that cur-

Continued on Page 18

In 'Buyer's Market,' Students Are Submitting Record Numbers of Applications to Colleges

By Robert Rothman

Colleges are reporting record numbers of applications for admission this year, primarily because students are applying to more institutions than ever before, admissions officers and high-school counselors say.

The growth in multiple applications, they suggest, reflects a desire by students to maximize their options at a time when the college-age population is decreasing, and tuition rates and competition for places at the top schools are increasing.

"In the old days, a kid picked out a school, then waited until he heard from that school before applying to another," said Frank Burtnett, executive director of the National Association of College Admission Counselors.

"Now," he continued, "a student wants to be in a buyer's market. He wants to have two or three acceptances in his desk drawer that he can choose from."

Another factor fueling the trend, he said, is the stepped-up marketing efforts by colleges, which are inviting applications from a broader range of students, such as those outside the colleges' traditional recruiting territories.

Though few national statistics exist, there is one strong indication that applications are up nationwide this year: Seniors taking the Scholastic Aptitude Test in 1986-87 requested that the College Board send 11 percent more score reports to colleges than seniors did last year, according to the board.

This year's increase in applications continues a trend that began in 1980, board officials noted. From 1980 to 1985, applica-

Continued on Page 16

Also in the news

5 **Remedial Schooling Could Inflate Cost of 'Workfare' Proposals**

The majority of welfare recipients may need remedial education to qualify for even the most menial jobs, new data suggest.

6 **In Some Math, Science Classes, Teachers Use Art of Writing**

Teachers in growing numbers are using writing assignments to help make mathematics and science "come alive" for their students.

11 **Honig's Army: 2 Million Parents Wanted To Aid California Schools**

In his battle with the Governor and legislature over school funding, the state school chief is organizing a sophisticated political campaign.

IN SUMMARY

A Question of Resources
The complex medical needs of the growing population of "technology dependent" children are taxing the nation's health-care and educational resources, a new federal study concludes. **Story on Page 7.**

A Merger of Lutheran Schools
Following the merger of three Lutheran denominations, church educators are weighing issues of accreditation and teacher qualifications for their combined 26,000-pupil school system. **Story on Page 9.**

New Reforms in Indiana
In passing one of the few comprehensive school-reform bills being considered nationwide this year, Indiana legislators have pleased the Governor but angered the state teachers' union. **Story on Page 11.**

New Lobby in California
Bill Honig, California's state school chief, has helped organize a sophisticated citizens' lobby that is making its opposition to proposed cuts in education spending known at the statehouse. **Story on Page 11.**

Bilingual Compromise
Seeking a political consensus on bilingual education, a Senate panel has voted to expand support for "English only" programs and limit the amount of time for native-language instruction. **Story on Page 13.**

A Fiscal Victory
Education lobbyists said they were "delighted" last week by the Senate's approval of a fiscal 1988 budget plan that contains a $1.7-million increase for federal education programs. **Story on Page 14.**

Appointments 23
Commentary .... 21 & 28
Deadlines 23
Events 23
Foundations 4
Honors 23
Letters 19
Marketplace 24
State Capitols 11
Washington 13

FORUM
"Criteria for Evaluating an AIDS Curriculum"
National Coalition of Advocates for Students
Statement on Page 22

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94 (airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 33.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Bill Montague, Anne Pavuk
Blake Rodman, Robert Rothman
William Snider, Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTOR
Carol Maloney

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANTS
Molly McSherry, Laura Royer

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
Director
Leslie K. Hubbard
Assistant Director
Michael McKenna
1255 23rd Street, N.W., #775
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis A. Edge Jr.
842A State Road
Princeton, N.J. 08540
609/683-7900
(Display Advertising Only)

MIDWEST
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
(Display Advertising Only)

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

NATIONAL

36 Trade Schools Sold For $20 Million, Stock

Jostens Inc., a leading provider of products for education, business, and athletics, has sold its 36 proprietary schools to CareerCom Corporation, a Middletown, Pa., firm that currently operates 40 business and trade schools.

Under terms of the sale, completed last month, CareerCom paid Jostens $20 million in cash and issued 1.7 million shares of stock to the firm. The Minneapolis-based company now owns 20 percent of CareerCom's stock, and will still maintain an interest in the proprietary schools, according to Tamara Peterson, a spokesman for Jostens. "We don't feel we've gotten out of the proprietary-school business," she said. "We have changed the way we are involved in the business."

Left unchanged by the sale is Jostens' education division, which created the proprietary schools in 1983. The division operates the Prescription Learning Corporation, which provides computer-based learning laboratories for schools.

STATES

Copyright Suit Against State Agency Dismissed

Software publishers may not sue states and their agencies for copyright infringement because such action would violate the 11th Amendment to the U.S. Constitution granting states "sovereign immunity," a federal judge in California has ruled.

U.S. District Judge Harry L. Hupp last month dismissed a suit against the regents of the University of California, saying that the federal copyright law does not explicitly include states and their agencies among those entities subject to damage claims under the law.

The suit, filed in July 1986 by BV Engineering, alleges that the University of California at Los Angeles allowed some of the firm's software programs to be duplicated and used in a manner prohibited by the copyright law.

The decision is being appealed, according to Kenneth Wasch, executive director of the Software Publishers Association, which will represent the interests of software publishers in the case.

If the appeal fails, Mr. Wasch said, the association will mount a drive to amend the copyright law to include states among those that can be sued for damages.

Ga. Audit Finds Counties Understate Land Values

Three of Georgia's richest counties could be forced to pump more local money into their school systems next year, following a state audit that accuses them of underestimating property values.

The annual report by the state department of audits, released last month, charges that Cobb, Fulton, and Gwinnett counties have underestimated their real-estate values by an average of 12 percent. The counties, which should have been assessing property at 40 percent of its fair-market value, were assessing it at 30 percent, 29 percent, and 25 percent, respectively, according to Charlie Ridley, the study's director.

The state audit gauges the wealth and taxing efficiency of local governments by comparing the actual prices brought by land sales with the rates at which they are assessed.

The state department of education uses the audit to estimate how much money each school system must contribute to the public schools.

Under Georgia's education-reform act, local school systems are required to raise a certain amount of money for public education, equivalent to a tax rate of five mills. Local systems that raise more than that amount are eligible for extra state funding.

The new audit figures mean that the three wealthy counties could be forced to raise taxes to qualify for the added state dollars.

The Gwinnett County school board, for example, will be required to pay $22.2 million into its own system this year to qualify for $77 million in state funds. Next year, if the new state audit figures are used, that figure could climb to $29.7 million.

Black Males in Louisiana Said Most Likely To Fail

Black male students in Louisiana are at greatest risk of failing school and being forced to repeat a grade, according to an analysis by Lee P. Gary Jr., a private management consultant.

The study, released late last month, is the first to examine school failure by race and sex since the state began publishing such data three years ago, Mr. Gary said.

In analyzing data from the Louisiana Department of Education for the school years 1983-84 through 1985-86, he found that approximately 57,000 of the 490,000 public-school students in grades 1-8 were not promoted [illegible] year. Of those, two-thirds were male and three-fifths were male or female members of minority groups. Of the minority students, 99 percent were black.

Approximately 34 percent of all 1st through 8th graders who failed a grade were black males, even though black males constituted only 21 percent of the students in those grades.

"If you have to pick one given group, based upon sex and ethnicity, the black male is at greatest risk in terms of public education in Louisiana," said Mr. Gary, a former director of education for both the New Orleans Chamber of Commerce and the New Orleans Business Task Force on Education Inc.

Mr. Gary said he plans to take his figures to state legislators in an effort to win support for mandatory full-day kindergarten for all 5-year-olds and mandatory pre-kindergarten for all 4-year-olds.

'At Risk' Youths Focus Of Wyoming Revamping

The Wyoming Department of Education will be partially reorganized in an effort to address the problems of "at risk" children, a top state school official said last week.

As many as half of the state's children could be classified as at risk in terms of their potential for dropping out, suicide, drug addiction, abuse, crime, pregnancy, or illiteracy, said Audrey M. Cotherman, deputy state superintendent of public instruction and the author of a new report that outlined the departmental reorganization.

"The whole excellence movement, plus a cutback in state funding, makes us worry about the student who is at risk," Ms. Cotherman said. "They could easily be lost in the system."

The report, "Children at Risk: Roadblocks to Achieving Potential," includes 13 recommendations for expanding or improving state programs to minimize the risks these students face.

The report recommends no additional funding for such programs, however. "We are simply rearranging people and priorities [within the department] to deal with these problems," Ms. Cotherman said. She said she had reassigned six department officials to work on implementing the report's suggestions.

The report will be released officially in two to three months, Ms. Cotherman said.

'Double Dipping' Charge Leads to Resignation

New Mexico's top school-finance officer has resigned following accusations that he had been "double dipping" by collecting both a salary and retirement benefits.

Orlando Giron—who, as interim director of the state's Office of Education, oversaw New Mexico's education budget—resigned on April 30.

A veteran of more than 20 years in state government, Mr. Giron was criticized by state legislators earlier this year after it was revealed that he had been drawing from one state retirement fund while paying into another, said Alan Morgan, state superintendent of public instruction.

ADVERTISEMENT

Where We Stand

by Albert Shanker

President, American Federation of Teachers

Trying to Start Old Wars

Collegiality Key to School Reform

A few weeks ago, I addressed the convention of The National School Boards Association in San Francisco. Some years ago the NSBA might have invited me as part of a "know your enemy" program, but recent years have seen a turn toward a more cooperative relationship. Thousands of school board members applauded my speech calling for teacher union and school board cooperation in bringing about a fundamental restructuring of American education.

I left San Francisco with a good feeling. The chances for turning schools around never looked better. Why couldn't it happen in the schools if it was happening in some major American industries?

My hopes were dashed, however, when, a few days later, *Education USA* (April 13th), an education newsletter, reported that Thomas Shannon, NSBA Executive Director, and Jonathan Howe, incoming president, had a very different agenda than labor-management cooperation through collective bargaining. Instead, they were moving to abolish collective bargaining for teachers altogether!

According to the *Education USA* report, the NSBA will "set up a task force to study alternatives" to bargaining in order to "improve collegiality between school boards and teachers. . . .

"Leaders of the group charged that public support of schools is hurt by the adversarial relationship between school boards and teachers during negotiations. Such conflicts, Howe asserted, are 'in no small part the reason that teaching has gone down as to how it is perceived by the public. . . .' Shannon indicated that 'collective bargaining is a massive stumbling block to change. . . . You can't have collegial relations in an adversarial setting.' "

Shannon went on to say, according to the report, that the NSBA "might recommend changes in state law and local practices to phase out collective bargaining in favor of alternatives."

There must be some mistake here. Can anyone imagine General Motors trying to begin a new era of cooperation with the auto workers by starting a campaign to get rid of collective bargaining? GM did exactly the opposite in its Saturn Project in Tennessee. It knew that if it wanted cooperation in producing a new, competitive auto it would have to show that the old union fights were over. So it accepted collective bargaining and the union shop at its new plant. It went so far in accepting union security that it was sued by the Right to Work Committee for being too good to the union.

But what about the basis for the NSBA's charge, an echo of Education Secretary William Bennett's position, that collective bargaining is a major stumbling block to education reform and change?

Admittedly, collective bargaining does prevent school boards from imposing changes against the wishes of teachers. But will such changes necessarily improve the schools? Is imposing change the best way to get the most out of your staff? Or is it better to bring about change through a process like collective bargaining which promotes acceptance, compromise and commitment?

Since 35 states have collective bargaining for teachers and 15 do not, if the NSBA is right, the states that do not have the "massive stumbling block" should be far ahead of those that do on all education indicators. Can the NSBA show that the schools in states like Texas, Arkansas and Georgia, where there is no collective bargaining, are superior to those in California, Florida, or New York, where teachers' unions presumably stand in the way of excellence? The NSBA knows that the opposite is true and that many of the greatest achievements in reform have come through collective bargaining in states where teachers are strong.

Another notion pushed by NSBA is that collective bargaining brings about adversarial relationships and lowers the public's perception of teachers and reduces public support of education. But this ignores the fact that some of the most destructive conflicts and adversarial relationships have taken place in states which have no collective bargaining, in many cases because teachers were perceived as being weak and management was encouraged to try to impose unpopular policies. Cooperation often takes place because both sides know there is no other way.

And is there any evidence that collective bargaining lowers the image of teachers? They weren't particularly held in high regard in the 1960s before they won the right to negotiate contracts. Teachers who have no collective bargaining are not more highly regarded than those who do. And an examination of state education budgets does not support the NSBA's suggestion that collective bargaining by teachers diminishes public support for schools.

The NSBA also needs to study some American history. Adversarial labor-management relations were not created by the Wagner Act. On the contrary. Tremendous violence and conflict existed before the advent of collective bargaining, which was established precisely in order to reduce conflict and to provide for an orderly mechanism to resolve disputes. And that is exactly what collective bargaining has been doing between teachers and school boards. The amount of conflict, the nature of the adversarial relationship, the number of strikes, the number of days lost have constantly gone down. The process works.

American public education is in danger. We have a last chance to convince the taxpayer that it's worth suporting our public schools. If we fail, there may well be a massive shift toward private and parochial schools and increased support for voucher and tax credits for tuition for such education. We need a decrease in adversarial relationships and an increase in cooperation to bring about major school improvements. But that cooperation can only take place if school boards, like management in the private sector, forget the old wars, recognize that collective bargaining is here to stay and return to a truly collegial effort to solve the problems of the future.

Reader correspondence is invited. Address your letters to Mr. Shanker at the AFT, 555 New Jersey Ave, N.W., Washington, D.C. 20001.

© Albert Shanker AFT

Primary Child-Care Arrangements Used by Employed Mothers for Their Children Under Five, by Age Winter 1984-85

			Age of Child					
	Total		Under 1 Year		1 and 2 Years		3 and 4 Years	
Type of Child-Care Arrangement	Number	Percent	Number	Percent	Number	Percent	Number	Percent
	(Numbers in thousands)							
Number of children	8,168	100.0	1,385	100.0	3,267	100.0	3,516	100.0
Care in child's home	2,534	31.0	516	37.3	1,068	32.7	950	27.0
By father	1,282	15.7	252	18.2	528	16.2	502	14.3
By grandparent	467	5.7	102	7.4	208	6.4	157	4.5
By other relative	306	3.7	44	3.2	147	4.5	115	3.3
By nonrelative	479	5.9	118	8.5	185	5.7	176	5.0
Care in another home	3,020	37.0	563	40.6	1,368	41.9	1,089	31.0
By grandparent	833	10.2	174	12.6	361	11.0	298	8.5
By other relative	368	4.5	70	5.1	130	4.0	167	4.7
By nonrelative	1,819	22.3	319	23.0	877	26.8	624	17.7
Organized child-care facilities	1,888	23.1	195	14.1	583	17.2	1,131	32.2
Day/group-care center	1,142	14.0	116	8.4	401	12.3	625	17.8
Nursery school/ preschool	746	9.1	79	5.7	162	5.0	506	14.4
Kindergarten/ grade school	61	0.7	—	—	—	—	61	1.7
Parent cares for child[1]	663	8.1	112	8.1	267	8.2	285	8.1

[1] Includes mothers working at home or away from home.

SOURCE: U.S. Bureau of the Census.

Census Bureau Finds Working Mothers Increasingly Dependent on Child Care

WASHINGTON—Nearly 25 percent of children under age 5 whose mothers worked were enrolled in organized child-care facilities, such as nursery schools and day-care centers, during the winter of 1984-85, the U.S. Bureau of the Census reported last week.

Furthermore, 14 percent of working mothers' children under age 1 were cared for in child-care facilities, compared with 9 percent in June 1982, according to the bureau's report, "Who's Minding the Kids?"

The statistics indicate that, not only are more women with very young children now in the labor force, but also that they are more heavily dependent on day-care centers as a source of child care.

Among the study's findings:

- Approximately 16.5 million, or 55 percent, of mothers with children under 15 reported that they were in the labor force in 1984-85. The bureau said it did not have comparable data for previous years.
- Nearly 26.5 million children under 15, or 51 percent of all such children in 1984-85, had working mothers. About 8.2 million children age 5 or under, or 45 percent of the total for that group, had mothers who worked.
- About 78 percent of children under age 1 were cared for either in their own homes or other homes. Fourteen percent were cared for in day- and group-care centers.
- About 75 percent of the 18 million school-age children with working mothers spent most of their time in school during the mothers' working hours. One million school-age children said they cared for themselves after school while their mothers were at work.
- Working mothers collectively spent $11 billion on child-care services during the 1984-85 period.

Costs were found to vary on the basis of the type of care. For example, only 10 percent of the women paid more than $50 a week per child if a relative provided the care, while 33 percent paid more than $50 a week per child if a nonrelative or an organized child-care facility provided the care.

- About 30 percent of the preschool children of unmarried working women were cared for in their own homes—about the same as for the children of married working women.

Copies of the report, "Who's Minding the Kids?: Child Care Arrangements, Winter 1984-1985," Series P-70, No. 9, can be obtained by writing the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. —A.P.

Needs of 'Medically Fragile' Youths Said Unmet

Continued from Page 7

population, school systems may offer yet another way to pay for the medical services of technology-dependent children, according to the O.T.A.

Schools' Burden?

The report addresses the role of schools in serving these children in a separate appendix, described by one O.T.A. researcher as "almost an afterthought" to the report's central discussion of insurance coverage.

However, in discussing the schools' role, the authors predict that the growing presence of technology-dependent children in the schools may lead to some legal and emotional battles.

"Public schools, pressed for funds, may often be reluctant to pay for additional full-time nurses and special transportation vehicles and to assume legal liability for medical care during school hours," the report says. Public and private insurers, meanwhile, may increasingly look to shift more of the financial burden for such services to the schools.

In the end, the O.T.A. says, schools may resort to "giving these children occasional home visits to avoid the extraordinary nursing costs and potential lawsuits"—an alternative that the O.T.A. implies is inadequate.

Currently, 13 of the 50 states surveyed by the researchers have no written guidelines on providing such services in the schools. An additional 13 states provide guidelines only for administering medications to students, and 18 states have guidelines covering some, but not all, medical services for their technology-dependent students. Only 6 states had guidelines for every service such students might require, the report says.

"Clear federal and state policies on this issue could greatly aid in minimizing total costs, encouraging education in the environment most appropriate to the individual children . . . and preventing the emotional and financial stress of legal battles," the report concludes.

Copies of the report, "Technology-Dependent Children: Hospital v. Home Care," are available for $4.75 each by writing the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402; or by calling (202) 783-3238. The G.P.O. stock number is 052-003-01065-8.

NOTE

ONLY THE FOLLOWING PAGES OF THIS

PUBLICATION HAVE BEEN FILMED

Cov. 1, pgs. 2, 15

6/1/87 R4800-2

THIS WEEK'S FORUM: PAGE 21

EDUCATION WEEK

American Education's Newspaper of Record / $2.00

Volume VI, Number 34 · May 20, 1987

© 1987 Editorial Projects in Education

Lawmakers Adopt Income-Tax Credits For Tuition in Iowa

Hailed as Major Victory For Private Education

By Kirsten Goldberg

Iowa lawmakers—in a major victory for supporters of private education—passed legislation last week that will provide families with income-tax credits and deductions for private- or public-school expenses.

The move, which escaped the attention of most national education groups and leaders, will make Iowa only the second state to adopt such a law. Gov. Terry Branstad, who supported the bill, is expected to sign it this week.

The measure is patterned on Minnesota's program of tax deductions for tuition and other expenses at private and public schools. The U.S. Supreme Court upheld the constitutionality of that program in a landmark ruling in 1983.

Spokesmen for national organizations that oppose state aid to private and church-affiliated schools immediately attacked the Iowa measure and threatened to challenge it in court. Supporters of such aid, meanwhile, applauded the state's lawmakers for backing the concept of greater parental choice in education.

And in Iowa, members of a coalition of groups that fought against the proposal leveled harsh criticism against the state's National Education Association affiliate, which they claim backed out of the battle at a crucial point. The teachers' group was chided for supposedly diverting its lobbying efforts to win passage of a bill to raise teacher salaries.

Under the new program, Iowa parents will be allowed to claim an income-tax credit of 5 percent on the first $1,000 spent, per child, for tuition and textbook fees in a private or public school—in effect, up to $50 per child.

Or, if the parents itemize their income-tax deductions, they could deduct from

Continued on Page 18

Carnegie Unveils Makeup of National Teacher Board

By Lynn Olson

See related stories, Pages 14 & 15

SAN DIEGO—In what most observers see as a major step toward making teaching a full-fledged profession, the Carnegie Forum on Education and the Economy last week announced the establishment of the National Board for Professional Teaching Standards Inc., a majority of whose members will be teachers.

According to its by-laws and certificate of incorporation, the new nonprofit organization will issue certificates to teachers who demonstrate that they meet prescribed standards measuring knowledge and ability.

Marc S. Tucker, executive director of the forum, emphasized, however, that it will probably be three to five years before any teacher will be tested and receive a certificate.

The creation of such a board was a cornerstone of the forum's May 1986 report on restructuring American schools, *A Nation Prepared: Teachers for the 21st Century.*

The announcement here, at the forum's second annual meeting, is the culmination of eight months of work by a 33-member planning group.

Also at the meeting, officials of the forum announced the creation of a compact between California and Connecticut to develop assessments for teacher licensure, and the establishment of a coalition of university presidents to press for school reforms and improvements in the teaching profession.

Although observers last week hailed

Continued on Page 14

BERYL GOLDBERG

Two-thirds of all high-school students work part-time, researchers say.

More and More Students Are Juggling Conflicting Demands of School, Work

By Debra Viadero

Seventeen-year-old Eric Spencer spends more time at his after-school job than he does in school.

Earning $4 an hour, the Kensington, Md., high-school senior works up to 39 hours a week in a fast-food restaurant, handling everything from the cash register and grill to the floor mop.

He uses his substantial earnings, he says, to buy "things"—the various commodities his friends have, and stores in the swank shopping mall where he works display in their windows.

But the price, he adds, includes exhaustion. Falling asleep in class has become a frequent occurrence.

Eric's "get up and go" might once have been admired as a useful adjunct to his education. A little work, the popular wisdom held, could teach young people the "the value of a dollar."

Continued on Page 17

Report Urges Schools To Think Globally In Changing World

By Robert Rothman

In recommendations praised by Secretary of State George P. Shultz—and characterized as "wishy washy" by Secretary of Education William J. Bennett—a major study released last week urges schools to "keep up with a changing world" by giving coursework across the curriculum a global perspective.

"The world has changed faster than the content of schools," said Clark Kerr, president emeritus of the University of California and chairman of the Study Commission on Global Education, which prepared the report. "We are asking for a catch-up process."

Such an effort is timely, added Willard Kniep, the project's co-director, because the class entering kindergarten next September will graduate from high school in 2001.

"The 21st century is entering the school door this fall," he said.

To help the United States prepare for its future, the report says, schools must develop students' understanding of the world as a series of interrelated systems, provide more training in policy analysis, and devote greater attention to cultural diversity and the development of world civilizations.

The report stops short, however, of calling for specific new courses in global affairs.

Continued on Page 16

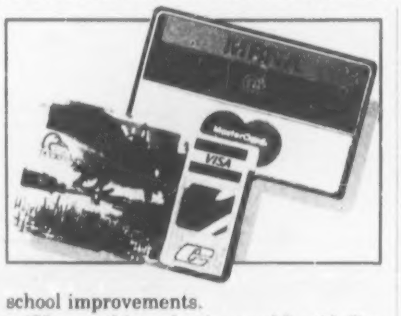
'Affinity' Credit Cards: New Revenue Source for Public School District

By Ellen Flax

Public-school officials in Volusia County, Fla., have tapped in to what fund raisers in other nonprofit domains are finding to be a lucrative source of new revenue: so-called "affinity" credit cards.

When parents or supporters of the school system make purchases with a special Visa card, a percentage of the transaction will be donated to a local business-education alliance, which will then distribute the funds to the schools.

And because credit-card use is so widespread, school officials say, the agreement reached this month between Futures Inc. and First Florida Banks Inc. in Tampa may offer a simple—and painless—way of producing much-needed new funding for school improvements.



"If everything else is equal," said Jim Surratt, the district's superintendent, "why not use a card that supports the public schools?"

While Volusia County is believed to be the first school system to benefit from "affinity" credit cards, the concept is not new. Nationwide, hundreds of organizations—from the Sierra Club to Continental Airlines—are netting profits from similar credit-card arrangements.

For nonprofit groups, affinity cards represent a new avenue of fund raising. For corporations, the special charge plates are proving to be an effective marketing ploy.

Typically, the organization receives a fee for allowing its name or logo to be embossed on the card. In many cases, the group also receives an amount equal to a percentage of the purchases made with the card, or a fee for each special card ordered or renewed. In return, the bank has a new source of potential credit-card customers.

The consumer, meanwhile, gets to sup-

Continued on Page 16

Also in the news

5 **Remodeled State Reading Tests To Reflect Advances in Field**
Illinois and Michigan are developing reading exams focused more on comprehension than skills.

11 **Congressional Hurdles Await Civil-Rights 'Restoration' Bill**
Legislation to extend enforcement of Title IX may pass one Senate test this week, but others are ahead.

11 **A Primer on School Excellence: How E.D. Forms Its Honor Roll**
Those selected for the school-recognition program survive a complicated assessment.

IN SUMMARY

Reform Plans in Boston
The superintendent of the Boston school system has unveiled the major elements of a comprehensive reform plan that would increase parental choice and aid "at risk" students. **Story on Page 8.**

Reassignments in Little Rock
A federal judge has ordered the Little Rock, Ark., school district to reduce the number of teacher reassignments planned for this fall under a controversial desegregation plan. **Story on Page 9.**

A Right to Read Shakespeare?
Access to works by Shakespeare, Dickens, and Sophocles is at issue in a federal suit filed in Florida that pits a school board's power to make curricular decisions against students' and teachers' right to free expression of ideas. **Story on Page 9.**

A 'National Tragedy'
Citing inaction by many school districts on the "national tragedy" of teen-age suicide, members of Congress are advocating bills that would boost school-based efforts to reduce the problem. **Story on Page 11.**

A Profile of the Homeless
Families with children constitute more than one-third of the homeless population in 29 major cities, according to a new survey released by the U.S. Conference of Mayors. **Story on Page 12.**

Collaborating on Testing
In a project paralleling the work of the new national board on teaching standards, California and Connecticut have agreed to collaborate in the creation of teacher-licensure tests. **Story on Page 15.**

Awards........23
Commentary........19 & 28
Deadlines........23
Events........22
Honors........22
Letters........19
Marketplace........24
Private Schools........13
Testing........4
Washington........11

FORUM
"Campus Compact; Profiles in Public Service"
Education Commission of the States
Statement on Page 21

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 34.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions,
Subscription Problems,
and Changes of Address
Write to:

Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Julie Miller, Bill Montague
Anne Pavuk, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTOR
Carol Maloney

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANTS
Molly McSherry, Laura Royer

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
Director
Leslie K. Hubbard
Assistant Director
Michael McKenna
1255 23rd Street, N.W., #775
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis A. Edge Jr.
842A State Road
Princeton, N.J. 08540
609/683-7900
(Display Advertising Only)

MIDWEST
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
(Display Advertising Only)

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

NATIONAL

New Group Will Insure Independent Schools

A group of officials from colleges and independent schools has formed a corporation to provide educational institutions with liability-insurance coverage unavailable in the commercial market.

The Vermont-based United Educators Insurance Risk Retention Group Inc., which began operation this month, is one of the first enterprises formed under the federal Risk Retention Act of 1986. The legislation allows organizations to establish so-called risk-retention groups, which offer special-purpose liability-insurance coverage and are owned solely by their policyholders, across state lines.

The new corporation will offer supplemental liability coverage, for institutions with existing policies of $1 million or more, and legal-liability coverage for some 4,000 nonprofit colleges, universities, independent schools, and education-related associations.

It will insure against certain risks that many policies may not cover, such as damages incurred as a result of athletic injuries, sexual abuse, and sudden and accidental pollution.

The group will not insure against asbestos-related damages or medical malpractice.

Thomas J. Teague, president of the Louisiana Association of Independent Colleges and Universities, has been named executive director of the group. Other members of the board of directors include John W. Chandler, president of the Association of American Colleges, James F. Gollatscheck, executive vice president of the American Association of Community and Junior Colleges, and James G. Martin, vice president for finance and management of the Detroit Country Day School.

STATES

California Issues Tally Of Crime in Schools

More than 162,700 incidents of crime and violence occurred last year in California's public schools, according to the state's first legislatively mandated tally of such statistics.

State education officials cautioned, however, that, because some school districts "deliberately underreported" the crime that took place on their campuses, the actual number of occurrences may have been much higher.

The report, released this month, is the first to be completed under a 1984 state law that took effect in the 1985-86 school year. It requires school districts to report every six months to the department of education all crimes occurring on school grounds.

The law is one of several measures adopted by the legislature to help schools comply with the state's unique "safe schools" constitutional amendment, passed in 1982. Under the amendment, school districts are responsible for ensuring that students have a "safe, secure, and peaceful" campus environment.

More than 96 percent of the state's 1,026 districts complied with the reporting requirement, the report says.

Almost half of the reported incidents during the 1985-86 school year—74,700—were crimes against property. Districts reported losing more than $23.3 million as a result of such theft and vandalism.

Assaults on students, school personnel, or others accounted for 60,270 of the total. And the remaining 27,000 crimes, characterized by state school officials as "victimless," included drug use, drug sales, and possession of weapons.

Teen-Age Birth Rate Seen Rising in California

The number of adolescent mothers in California is expected to grow by nearly 60 percent in the next five years, with the fastest rate of increase occurring among girls between the ages of 10 and 14, a new report concludes.

The trend is expected to further burden programs that help teen-age parents remain in school through graduation, notes the report by Policy Analysis for California Education, a research group based at the University of California at Berkeley.

Only 12 percent of the state's 157,000 mothers age 18 and younger were enrolled in such programs in 1985, the study found. Programs for teen-age mothers now cost between $5,000 and $8,000 per student, and the researchers estimate that the total annual cost statewide will reach $695 million to $1.1 billion in five years.

The study found that, although the state's birth rate for girls 15 and older has dropped dramatically since 1970, the rate for girls 10 to 14 has increased steadily during the same period. It projects that the total number of adolescent mothers will reach 252,000 by 1992.

The California Senate's office of research commissioned the PACE report as part of a study of pregnancy and the dropout problem.

Mass. Panel on Youth Urges Added Services

Massachusetts must strengthen its support services for children and families to reverse an "alarming" growth in the number of youths who become truants, dropouts, or runaways, a legislative commission has concluded.

"A higher proportion of kids come to school with social problems," said Representative Barbara A. Hildt, chairman of the legislature's commission on children in need of services, which issued its interim report at a public hearing late last month. "Until we address their needs, we are going to continue to see these problems."

Ms. Hildt noted that the state's courts have reported a 25 percent increase in the number of "troubled" children since 1984. These children are susceptible to drug and alcohol abuse, prostitution, and disease, she said.

The commission's recommendations include the establishment of school-based centers for health and counseling services and provision by the state of after-school programs, alternative-education programs, and mediation services for families.

"The primary goal has to be early intervention," Representative Hildt said. "If we work with the schools, we can help teachers and parents deal with problems early on. Once children have left home or school, they are adrift."

The commission will issue its final report in the fall.

DISTRICTS

Md. County Integration Goals Unmet, Court Told

Lawyers for black families in Prince George's County, Md., told a federal district judge last week that local school officials have failed to live up to a pledge in a court-approved desegregation plan to reduce class sizes in 14 predominantly black schools.

In papers filed in federal district court in Baltimore, the county branch of the National Association for the Advancement of Colored People charged that, in some cases, pupil-teacher ratios at the schools exceed 27 to 1, compared with the 20-to-1 ratio that county school officials agreed to in the 1985 desegregation plan.

Under the plan, the suburban Washington school district was permitted to achieve integration through the use of 29 magnet schools and was required to lower class sizes and to provide compensatory services to students in the predominantly black schools.

Richard Steve Brown, executive secretary of the county branch of the N.A.A.C.P., said the disagreement centers on the method used by Prince George's officials for computing pupil-teacher ratios at the largely black schools. He charged that the officials have violated the court-approved plan by including five or six

Continued from Preceding Page

planning group, he added, consciously designed the board so that teacher-educators would likely compose a substantial number of its members.

Board Nominees

To be elected to the board, individuals will first have to be nominated by a nominating committee, consisting of six or more board members.

The committee will solicit nomination suggestions from a variety of sources, in accordance with yet-to-be-developed guidelines, but it will not be bound by those suggestions.

According to the by-laws, the overall slate of nominees must be "reasonably balanced" with respect to race and ethnicity; gender; region of the country; and concern for and experience with urban, suburban, and rural schools.

In addition, the nominees for teaching-professional seats must be balanced among those with concern for and experience in elementary and secondary schools, instruction in the various disciplinary and specialty areas, and organizational affiliation.

After at least 5,000 people have been board-certified, a process will begin for phasing in the election of teaching-professional members by certified teachers, using a mail ballot.

Members elected in this manner will not have to fall into the "one-third, one-third, one-third" configuration required of teaching-professional members in the first few years of the board's existence.

Board members will be elected for three-year terms, and cannot serve for more than two consecutive full terms. Members who have served two consecutive terms cannot be elected again until two years have elapsed since the end of their prior service.

Funding

Eventually, the board will be financed by applicant fees. Millions of dollars, however, will be required in the first few years before that revenue is available.

David A. Hamburg, president of the Carnegie Corporation of New York—which created and supports the work of the Carnegie forum—said that no single institution could or should pay for the board.

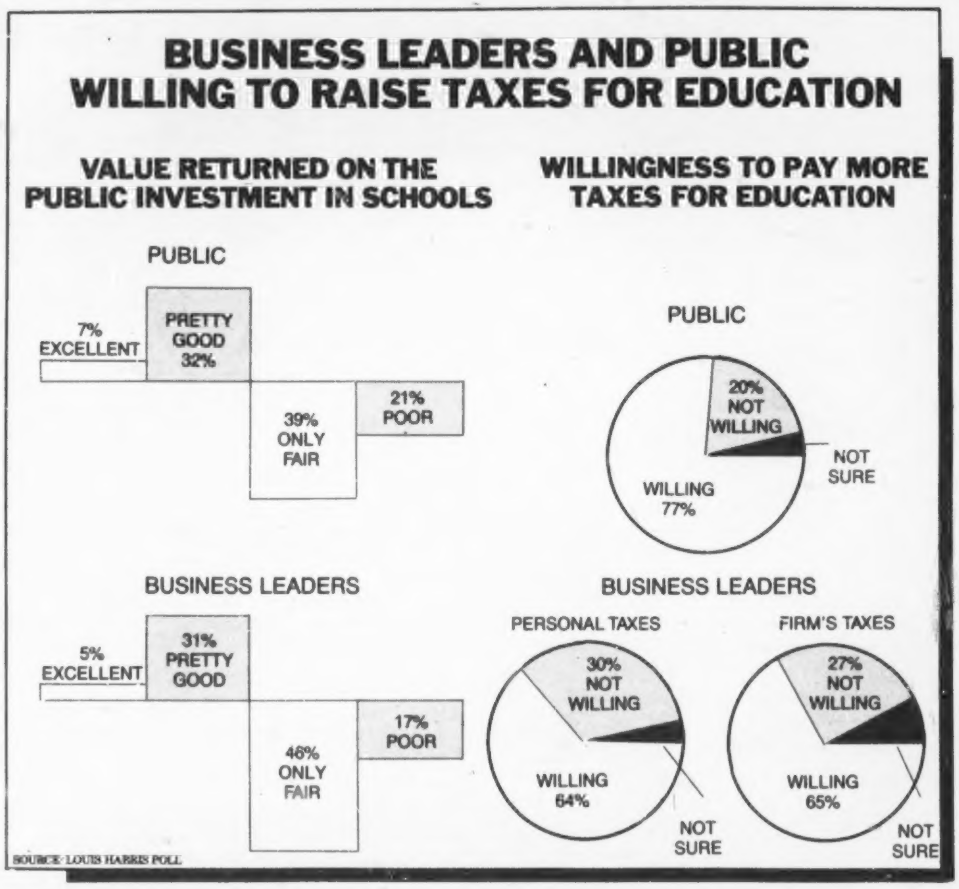
But, he added, the "Carnegie Corporation stands ready to play its part in assuring that this enterprise succeeds."

According to Avery Russell, director of publications for the corporation, Carnegie's board of directors next month will consider a one-year, $1-million grant for development of the board. Mr. Hamburg will also recommend that the corporation consider making annual $1-million contributions to the board for up to five years.

At its June meeting, the Carnegie board will also consider a follow-up, two-year grant of $1.3 million to Lee S. Shulman, the professor of education at Stanford University who has been working to develop a prototype of the kinds of assessments a national board might use to certify teachers.

Mr. Shanker said he was concerned about maintaining momentum in the years between the board's creation and the award of the first certificates. "I hope there are some things that we can do that will be faster than that," he said.

"When the board meets, I'm sure there will be some discussions about how to get these things on the road as fast as possible, but with integrity," he stated. "I wouldn't want to rush it so fast that it falls on its face."



BUSINESS LEADERS AND PUBLIC WILLING TO RAISE TAXES FOR EDUCATION

VALUE RETURNED ON THE PUBLIC INVESTMENT IN SCHOOLS

WILLINGNESS TO PAY MORE TAXES FOR EDUCATION

SOURCE: LOUIS HARRIS POLL

These charts were released last week as part of a poll by Louis Harris and Associates at the second annual meeting of the Carnegie Forum on Education and the Economy. The poll was conducted for the forum to determine how the American public and leading business executives feel about the issues addressed in "A Nation Prepared: Teachers for the 21st Century," the report of the Carnegie Task Force on Teaching as a Profession. Among its findings, the poll reported that 87 percent of the public and 70 percent of business leaders support the creation of a national certification board for teachers. The poll surveyed 1,513 adults and 202 executives from the Business Week list of 1,000 top corporations. The poll was conducted from June 25 to June 30, 1986.

Plan To Develop Teacher-Licensure Tests Unveiled

By Lynn Olson

San Diego—California and Connecticut have agreed to work together to create teacher-licensure tests that will measure how well beginning teachers can practice what they know about teaching in their subject area.

Bill Honig, state superintendent of California, and Gerald N. Tirozzi, state superintendent of Connecticut, announced plans to develop the tests here last week. The project will parallel work to create examinations for use by the new national teacher-certification board.

The two state schools chiefs spoke at a meeting of the Carnegie Forum on Education and the Economy, which has been working for the past year to create the national board.

Teachers would volunteer to become board-certified, based in part on their performance on a new generation of tests—assessments that go beyond traditional paper-and-pencil exams to measure performance on simulated classroom tasks.

Although the tests to be developed by California and Connecticut would be used for licensure, the two states plan to work in cooperation with Lee S. Shulman, professor of education at Stanford University, who has been creating prototypes for the national assessments.

'Living Laboratory'

Mr. Tirozzi said, "While I support most of the efforts moving on a national basis—the national standards board, national testing, national certification—the catalyst for all of these efforts has to come from a number of individual states."

"I don't think Lee Shulman or anyone wants to develop these prototypes in a vacuum," he said. "They need areas where they can experiment, develop, and initiate. We become a living laboratory, if you wish."

Last year, Connecticut passed legislation that provided some $300 million over three years for teacher compensation, certification, induction, and career development. As part of that reform package, the state was to have new tests in place in all 25 areas of teacher licensure by 1990.

Teacher-reform legislation pending in California also includes improvements in teacher licensure and in the assessment of candidates' instructional skills and knowledge.

"California and Connecticut recognize that a partnership between the two states can significantly enhance development work for the creation of innovative state-assessment approaches," Mr. Honig said.

The establishment of an interstate collaborative effort, he added, will allow the two states "to share the costs and benefits of research and development."

Connecticut has already spent some $40,000 developing prototypes for the new tests, and plans to spend more than $1 million in the next year.

In California, funding for the effort is currently under consideration by the legislature, according to Laura A. Wagner, special-projects manager in the state department of education.

In addition, the National Governors' Association has provided $50,500 to enable the two states to create a liaison position at Stanford University. The person who fills the post will work in collaboration with Mr. Shulman and others on state and national research efforts.

Narrow Scope

According to Pascal D. Forgione Jr., chief of the office of research and evaluation in the Connecticut Department of Education, "Current teacher tests have been very narrow in their scope, have been very limited in the approaches that they've used . . . and have had no relationship to [teacher] effectiveness."

The new exams will attempt to correct these deficiencies by assessing both teachers' understanding of their subjects and their ability to teach them.

According to Ms. Wagner, the performance assessments should reflect the "newest thinking" about the knowledge base for teaching.

"Increasingly," she said, "we've come to recognize that there is a subject-specific context within which a teacher teaches."

"Mathematics teaching, and the way math is organized in terms of the curriculum, is substantially different from what happens in an English/language arts program."

Ms. Wagner said that "California is just getting off the ground in terms of developing strategies for candidate-based assessments."

"Right now we're still at the talking stage," she said.

For the past year, Connecticut has been working on "semi-structured interviews" to evaluate beginning teachers.

The interviews are currently being field-tested with high-school mathematics teachers. Additional development work is under way in six other subjects.

Using the interviews, experts are expected to probe teachers' knowledge through a series of questions, such as how they would sequence a lesson; use the same textbook to teach different groups of students; or identify an error in a student's work and help him understand it.

"It's really an attempt to combine the art and science of teaching," said Mr. Tirozzi.

He added that "California's large and diverse population gives Connecticut researchers opportunities they lack in their home state, including a large pool of minority teachers in urban and rural areas."

Potentially, he said, each state would develop a certain number of tests, which they could share.

Mr. Forgione predicted that other states might join the research effort. "If we can build a consortium . . . we can strengthen the resource pool that will allow us to continue what's going to be very expensive and time-consuming work," he said.

State Responsibility

According to Mr. Forgione, testing advances by the national board and by the states can build on each other.

"States," he noted, "have the responsibility to give the initial license," and cannot abandon that prerogative.

Eventually, said Ms. Wagner, Carnegie officials may hope that some states will make board certification a requirement for licensure. "But in the short term, we will continue to have the 50 state-licensure systems," she said. That makes it important, she argued, to integrate reforms in teacher licensure with the work of the national board.

Both she and Mr. Forgione said they expected their own assessments to be developed in a shorter time period than those of the national board.

Mr. Forgione added that board certification may be more appropriate for teachers with at least three to five years of experience rather than for those new to the profession.

Multi-Tiered Effort

In Connecticut, the semi-structured interviews will be only one part of a multi-tiered assessment and induction program for beginning teachers.

Prospective teachers must pass both a basic-skills test and a subject-matter test in their speciality before receiving an initial certificate.

During their first year or two of teaching, they will be matched up with a mentor teacher. In addition, teams of experts will visit novices' classrooms two to three times a year to assess their on-the-job performance.

The combination of classroom evaluations and semi-structured interviews will help determine whether a person can continue teaching in the state, Mr. Tirozzi said.

In California, Ms. Wagner said, the new assessments are also part of a much larger effort to reform the teaching profession, including giving colleges and universities greater flexibility in the design of teacher-education programs.

6/4/87 R4800-2

EDUCATION WEEK

American Education's Newspaper of Record / $2.00 · Volume VI, Number 36 · June 3, 1987 · © 1987 Editorial Projects in Education

Districts Scramble To Cope With Building Needs

Deteriorating Schools, Severe Overcrowding Pack One-Two Punch

By William Montague

In South Palm Bay, a booming coastal suburb near the Cape Canaveral space complex in central Florida, school officials gathered last month to dedicate Christa McAuliffe Elementary School, named for the 37-year-old teacher-astronaut who died last year when the space shuttle Challenger exploded.

But while the memory of that tragedy lent special significance to the occasion, the dedication of new schools is hardly a newsmaking event these days in Broward County, the heart of Florida's burgeoning "Space Coast."

In the past year alone, Broward County has opened three elementary schools, and officials estimate that they will need at least five more to keep pace with an enrollment expected to grow by between 2 percent and 3 percent in each of the next five years.

UNITED FEDERATION OF TEACHERS

Dorothy Richman teaches in a washroom at P.S. 47 in the Bronx because of overcrowding, a problem throughout the New York City public schools.

At New York City's Seward Park High School Annex, meanwhile, falling plaster, dangling wires, and broken toilets have become as much a part of the academic environment as tests and textbooks.

Across the city, students and teachers must cope with similar signs of decay, attempting to teach and learn amid conditions that Mayor Edward I. Koch has called "shocking" and "deplorable."

Nearly 3,000 miles to the west, television viewers in the conservative Salt

Continued on Page 19

Using Pupil Scores To Assess Teachers Criticized as Unfair

Curriculum, Tests Do Not 'Align,' New Study Finds

By Robert Rothman

The St. Louis Board of Education's policy of evaluating teachers partly on the basis of student test scores is unfair, because the standardized tests used are poorly matched with the district's curriculum, an analysis commissioned by the local teachers' union concludes.

The study released last month—which will be submitted as evidence in a closely watched lawsuit seeking to overturn the controversial evaluation policy—highlights what experts say is a widespread problem: the inadequate "alignment" of tests with curriculum guidelines and textbooks.

"An awful lot of what you teach doesn't get tested, and an awful lot of what's tested doesn't get taught," said Andrew C. Porter, a researcher at Michigan State University's institute for research on teaching.

As more states and districts enact reforms requiring revised curricula and tests of student achievement, the issue has received increased attention from textbook publishers, test makers, and curriculum specialists.

But the case in St. Louis has added significance, observers note, because the district is the first to tie teacher evaluations directly to student scores on a standardized assessment, the California Achievement Test.

The analysis prepared for the St. Louis Teachers Union by Educational Products Information Exchange, a nonprofit research firm, found that, on average, only 9.5 percent of all "content items" were common to the test, the district's curriculum guide, and assigned textbooks for the four grade levels studied.

"A test that is expressly used as a major instrument in evaluating the effectiveness of

Continued on Page 18

AIDS Threat Providing Impetus for Sex-Education Mandates

By Debra Viadero

Rising concern over the AIDS epidemic is prompting some state school boards to consider actions that have long been anathema to them: telling local districts what should be in their curriculum, and requiring coursework in human sexuality.

In Rhode Island, for example, a state whose percentage of Roman Catholic residents—65 percent—is the nation's highest, the Board of Regents had twice rejected proposals to require "family life" education in the schools.

But, in April, it approved sweeping mandates for both sex- and AIDS-education classes.

Likewise, the Kansas Board of Education last month overcame its traditional aversion to state interference—and the pressure of a lobbying campaign—to approve a proposal requiring sex education, including instruction on AIDS, in all public schools.

"We've always been opposed to mandates," an official of the Kansas board said. "But we also believe that this is a problem that can't be ignored."

With nearly 36,000 reported cases of acquired immune deficiency syndrome nationwide, more and more state education officials are coming to the same conclusion.

Joining Kansas and Rhode Island, the Pennsylvania Board of Education voted on May 14 to mandate AIDS-prevention instruction in all public schools—and at all grade levels—beginning in the fall.

And in Maryland, which already makes sex education a required offering in the public schools, health educators are considering whether to ask the state board to extend the mandate to include AIDS instruction as well.

According to the Planned Parenthood Federation of America, eight additional

Continued on Page 16

Also in the news

6 N.E.A. Raps E.D. for Drop In Federal Aid to Schools

A report by the union says that the federal share of spending has reached its lowest mark in 23 years: 6.2 percent of the total.

7 Demand for Teen-Age Workers Soars as Summer Jobs Multiply

But many poor and minority youths will probably not benefit from the booming employment market, labor analysts say.

12 House Consensus Did Not Extend to Impact Aid

Key Congressmen blame the impact-aid lobby for "creating confusion" over what had been a "smooth-running program."

MARVIN LEWITON

Marshall Cohen, a member of the Secondary Study Group, says it is difficult to find meaningful discussions about education.

Study Groups Giving Committed Teachers The Chance To Reflect, Share, and Learn

By Lynn Olson

PHILADELPHIA—For the past nine years, Lynne Strieb's Thursday afternoons have been sacrosanct.

That is the time the 1st-and-2nd-grade teacher at John B. Kelly Elementary School here meets with her colleagues from around town to talk about teaching: What are their favorite books to read to children? How can they create a better learning environment? What use should they make of students' fantasies?

According to Ms. Strieb, the voluntary meetings—held in the teachers' own homes—provide the intellectual stimulation and camaraderie that are often lacking during the school day.

"Within your own school, staff meetings are short," she said. "I'm afraid they have very little intellectual content."

Lacking time or encouragement, she added, teachers seldom have the chance at school to reflect, to share, and to learn from each other.

The Thursday-afternoon teachers' group—created, funded, and sustained by the teachers themselves—fills that gap.

"Sometimes we talk about emotional issues, like fighting or conflict in the classroom," said Ms. Strieb. "Other times, we talk about curricular issues, like reading or writing. Other times we talk about practical issues, like how to arrange your time."

Continued on Page 23

IN SUMMARY

Keeping Track of Migrants
A federal clearinghouse that tracks the school records of migrant children has succeeded in reducing the dropout rate for participating students by 50 percent, a new study concludes. **Story on Page 5.**

Scaling Back on Reform
Declining to approve a sales-tax increase, the Washington State legislature has voted $504 million less for school reform than Gov. W. Booth Gardner had requested. **Story on Page 10.**

A 'Historic' Vote in Vermont
Gov. Madeleine M. Kunin has won approval of a "historic" revision of Vermont's school-funding formula, but lawmakers turned down a key element of her plan for financing it. **Story on Page 10.**

Limiting the Auditors
A provision of the omnibus education bill approved by the House would limit the ability of federal auditors to reclaim allegedly misspent funds from state and local school officials. **Story on Page 12.**

Unsettling Settlement
Despite objections by local parents, the U.S. Education Department appears willing to settle a longstanding desegregation suit against the Fort Wayne, Ind., school district. **Story on Page 12.**

No Facelift for ERIC
Education Department officials have abandoned a plan to revamp the Educational Resources Information Centers, but will pursue a proposal to create a marketing arm for the network. **Story on Page 14.**

An Early Focus on the Handicapped
Plans are proceeding for three new federally funded research centers that will study how state and local agencies can better meet the needs of handicapped infants and preschoolers. **Story on Page 15.**

Awards 27
Commentary 32
Deadlines 27
Events 27
Marketplace 28
Media 4
State Capitols 10
Teachers 9

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 36

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:
Education Week
Post Office Box 1939
Marion, Ohio 43306

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Julie Miller, Bill Montague
Anne Pavuk, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTOR
Carol Maloney

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANTS
Molly McSherry, Laura Royer

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
Director
Leslie K. Hubbard
Assistant Director
Michael McKenna
1255 23rd Street, N.W., #775
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis A. Edge Jr.
842A State Road
Princeton, N.J. 08540
609/683-7900
(Display Advertising Only)

MIDWEST
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
(Display Advertising Only)

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94 per year. Outside the U.S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

Administration Allowed To Participate in Case

The Reagan Administration received the U.S. Supreme Court's permission last week to participate in arguments next fall in a case that questions whether school districts must keep violent and disruptive handicapped students in their classrooms pending the completion of hearings on their behavior.

The lawsuit, *Honig* v. *Doe* (Case No. 86-728), stems from the suspensions and planned expulsions of two emotionally disturbed San Francisco students in 1980—one for alleged assault, the other for allegedly making sexual advances toward a female student.

Federal district and appeals courts blocked the disciplinary actions, holding that, when deviant behavior is a manifestation of a child's handicap, the child has a right, under the Education of the Handicapped Act of 1975, to remain in his existing educational placement until all administrative and judicial reviews are completed.

In a "friend of the court" brief, the Administration argues that the responsibility of state and local school officials to educate all children "would be irreparably undermined if they [have] to keep a child whose handicap-related misconduct endangers others in his current placement." The case is expected to be argued between October and December.

Also last week, the Court declined to review lower federal-court rulings that upheld the constitutionality of a 1980 New Jersey law that requires nonunion teachers to pay "representation fees" to cover the costs of union benefits enjoyed by all teachers.

The nonunion teachers who filed the suit, *Robinson* v. *New Jersey* (No, 86-1654), contended that the law forced them to subsidize objectionable ideological matters in violation of the First Amendment. They also said the process established under the law for protesting the calculation of the fee amount denied them due process of law as guaranteed under the 14th Amendment.

NATIONAL

Teen-Age Births Cost Nation $17.9 Billion

Teen-age childbearing cost the nation more than $17.9 billion in federal welfare payments last year, according to a new report by the Center for Population Options, a Washington-based nonprofit group.

The estimate, released last week, represents a 7.7 percent increase over the organization's calculation for 1985 costs of $16.65 billion. It includes expenditures for Aid to Families with Dependent Children, Medicaid, and food stamps.

"This increase demonstrates the enormous annual public cost of teen-age childbearing," said Judith Senderowitz, executive director of the center, which focuses on preventing unplanned pregnancies, particularly among teen-agers. "The babies being born to teen-agers today will cost the United States billions of dollars by the time they reach adulthood."

On average, according to the report, a family begun last year as a result of a first-time birth to a teen-age mother will cost the taxpayers $14,852 by the time the baby reaches age 20. If the mother had postponed having a child until she was at least 20 years old, the report states, the public cost would be $8,911.

The report cautions that such estimates are conservative because they do not include costs for day care, housing, special education, child-protection services, foster care, and other social services.

Participation in G.E.D. Rises 2 Years in a Row

The number of people taking the General Educational Development examination rose by 3 percent from 1985 to 1986, according to the American Council on Education, which administers the high-school-equivalency test.

Last year was the second year in a row in which the number of test-takers increased over the previous year, the council notes in its annual report on the exam.

Douglas R. Whitney, director of the council's G.E.D. Testing Service, said the increases stemmed from greater national attention to the issue of adult literacy, as well as from efforts by teachers and local examiners to make more people aware of the program.

"We expect stable, slight increases in the future," he said.

More than 734,000 people took the test last year, including 31,000 who took the Spanish-language version, 1,600 who took the French version, and some 700 others, who used the Braille, audio-cassette, or large-print editions.

In addition, the council reported, the number of test-takers who passed the examination rose by 4 percent over the previous year, to 487,000, and the number of high-school-equivalency credentials awarded in the United States and Canada also rose.

Mr. Whitney noted that, in a continuation of a trend toward younger participants that began in the mid-1960's, half of the test takers were 21 years old or younger.

Copies of the 1986 edition of the "G.E.D. Statistical Report" are available for $5 each from the G.E.D. Testing Service, 1 Dupont Circle, Washington, D.C. 20036.

STATES

Church-Run Day Care Subject to Regulation

A federal judge in Richmond, Va., has struck down a Virginia law that exempted church-operated child-care centers from state licensing requirements.

U.S. District Judge Richard L. Williams ruled late last month that the operation of day-care centers is a secular enterprise, not a religious activity protected by the First Amendment. Moreover, he said, the state has a responsibility to ensure the health and safety of all children in day care.

"The risk that the state would interfere with the religious content and program of a church-run child-care center is remote and speculative," the judge wrote in the opinion.

The ruling could affect 169 church-run centers that are currently exempt from state licensing, and an additional 51 centers that have applied for such exemptions, according to DeAnn Lineberry, a spokesman for the Virginia social-services department.

The suit was brought by three nonexempt centers shortly after the law was passed in 1979. The plaintiffs argued that the statute unconstitutionally favored religious centers.

Under the law, church-run centers have received exemptions from state rules prohibiting corporal punishment, establishing minimum child-worker ratios, and mandating criminal-background checks and certain educational standards for workers.

Several church-operated centers that were allowed to intervene in the suit will appeal the ruling to the U.S. Court of Appeals for the Fourth Circuit, and will ask for a stay of the order, Ms. Lineberry said.

Settlements To Benefit Convicted Fla. Youths

Florida youths sentenced to state training schools should receive better schooling and other services as the result of two settlements agreed to last month by state officials.

The settlements arose out of a federal class action that has come to be known as the *Bobby M.* case. The suit was filed in 1983 on behalf of 400 youngsters committed to Florida facilities for juvenile delinquents.

Betty Castor, state commissioner of education, last month agreed to ensure that the educational offer-

Federal Share of Public-School Funding Is Its Lowest Since 1964, N.E.A. Finds

By Tom Mirga

The federal share of public-school funding has reached its lowest level in 23 years, and much of the blame for the decline lies with the U.S. Education Department, the National Education Association charged last week.

At a press conference in Washington to release the N.E.A.'s annual national estimates of school statistics, Mary Hatwood Futrell, the union's president, highlighted data indicating that federal aid as a proportion of school revenues is expected to decrease to 6.2 percent for the current school year. The proportion is down from 6.5 percent in 1985-86, she said, and is at its lowest mark since 1964, the year preceding the first education programs of the Great Society.

"The Department of Education must bear the bulk of the blame for the declining federal effort," Ms. Futrell contended. "[Its officials] believe there's no problem in education that can't be solved by a quick quip or a trite adage."

"Give me a break," responded Secretary of Education William J. Bennett in a prepared statement. "Once again, the N.E.A. reveals its cash-register mentality."

"The fact is that the nation is spending more on education than ever before," the Secretary continued, "and more than any other country in the world. . . . When will the largest and most intransigent of the nation's education associations figure it out?"

45-Year Series

The 45-year series of annual statistical reports by the union is highly regarded within the education-research community. Data from the reports, which are collected from state education agencies, are frequently cited by the Education Department's center for education statistics, the Bureau of the Census, and private researchers.

Among the findings in this year's report:

- **Total revenues.** Public-school revenues are expected to increase to $160.9 billion during the current school year, up $9.58 billion, or 6.3 percent, from 1985-86. The rate of increase, however, is down from 7.2 percent between 1984-85 and 1985-86, and 9.4 percent between 1983-84 and 1984-85.

School revenues have risen 114 percent from 1976-77 to 1986-87. But, adjusting for inflation, using 1976-77 as the base year, revenues have increased only 13.8 percent in constant dollars over the 10-year period.

"It is fair to question the future of many state-level education reforms in light of these revenue estimates," the union said.

The N.E.A.'s findings on school revenues follow recent studies by two prominent school-finance experts that reached opposite conclusions on the adequacy of funding for reform efforts. *(See Education Week, May 27, 1987.)*

- **Revenues by source.** State governments continue to be the largest single supporter of public schools, contributing an estimated $80.4 billion, or 50 percent of total spending, in 1986-87. The state share of revenues is up from $75.3 billion, or 49.8 percent of the total, in 1985-86.

Local governments contributed an estimated $70.5 billion, or 43.8 percent of total revenues, in the current school year. Their contribution is up slightly from $75.3 billion, or 49.8 percent of the total, last year.

- **Enrollment.** Total enrollment in public schools for 1986-87 is expected to rise by 270,000 over last year, reaching 39.8 million, with an increase at the elementary-school level canceling out a decrease in high-school enrollment.

Elementary-school enrollment for the current school year is estimated at 24.5 million, a gain of 400,000, or 1.7 percent, over 1985-86. High-school enrollment, meanwhile, is continuing to decline, reaching an estimated 15.4 million for 1986-87. That figure represents a decrease of 129,315, or 0.8 percent, from a year earlier.

- **Per-pupil expenditures.** Based on average daily attendance, the average amount spent per pupil is expected to reach $3,969 in 1986-87, up $214, or 5.7 percent, from 1985-86.

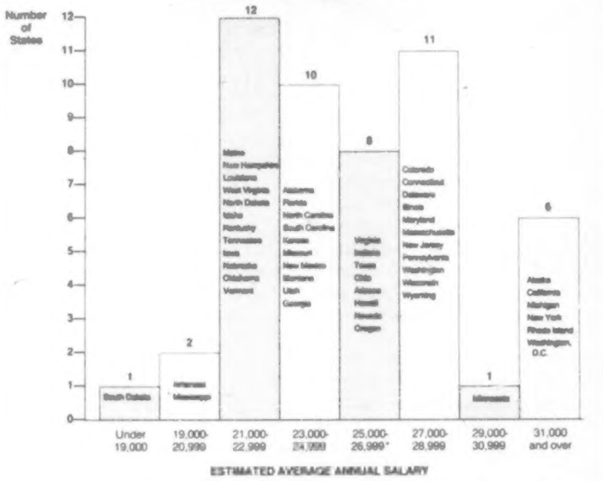
- **Teacher salaries.** The average salary for a teacher with 15 years' experience and a master's degree is expected to reach $26,704 in 1986-87, up $1,498, or 6 percent, from 1985-86.

Percent Increase in Public-School Revenue, 1985-86 to 1986-87
U.S. Average: 6.3 Percent

27 States Below 6.3 Average	
Alabama	-5.5%
Arizona	1.0%
California	6.1%
Delaware	5.5%
D.C	1.3%
Idaho	4.4%
Illinois	5.7%
Iowa	2.7%
Kansas	1.7%
Louisiana	3.9%
Massachusetts	3.4%
Michigan	5.8%
Mississippi	5.3%
Montana	3.1%
Nebraska	5.7%
New Hampshire	5.0%
New Mexico	1.6%
North Carolina	3.4%
North Dakota	1.2%
Ohio	5.1%
Oklahoma	2.7%
Oregon	3.0%
Rhode Island	5.3%
South Carolina	3.2%
Texas	6.0%
Utah	3.4%
West Virginia	5.0%

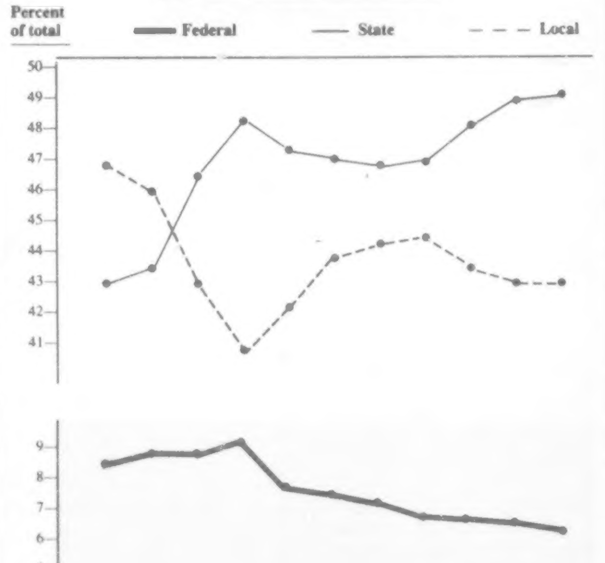
24 States Above 6.3 Average	
Alaska	9.4%
Arkansas	6.5%
Colorado	[illegible]
Connecticut	12.4%
Florida	9.1%
Georgia	6.6%
Hawaii	8.9%
Indiana	6.4%
Kentucky	10.8%
Maine	8.9%
Maryland	10.1%
Minnesota	6.4%
Missouri	7.5%
Nevada	17.5%
New Jersey	9.6%
New York	7.3%
Pennsylvania	6.8%
South Dakota	7.2%
Tennessee	7.0%
Vermont	7.8%
Virginia	9.3%
Washington	7.8%
Wisconsin	8.9%
Wyoming	10.2%

Teacher-Salary Distribution By State, 1986-87



*$26,704 represents 1986-87 nationwide average salary for teacher who has 15 years experience and masters degree

Federal, State, and Local School Revenues (K-12) As Percent of Total Revenues, 1976-77 to 1986-87



NATIONAL EDUCATION ASSOCIATION

SUMMER INSERVICE
PROGRAMS
for Your Leaders at Your Site

School Board Effectiveness
Board-Superintendent Relations
Superintendent Evaluation
Team Management
Instructional Leadership
Supervision and Evaluation
School Improvement Planning
School-Municipal Relations

Send for complete information folder

Romeo O. Marquis
Management & Leadership Systems
13 Fenway Road
Cape Elizabeth, ME 04107
207-799-2684

GETTYSBURG

Announcing

A POSITION PAPER
BY THE
INTERCULTURAL
AWARENESS
THINK TANK

Sponsored by

The Division of
Intercultural Advancement
At Gettysburg College

The position paper contains recommendations for addressing the issue of racial and cultural diversity and its implications in supporting the education of African American youths.

For a copy of the position paper forward $5.00 (make checks payable to Gettysburg College) to:

Harry B. Matthews, Dean
Intercultural Advancement
Box 430
Gettysburg College
Gettysburg, PA 17325
(717) 337-6311

6/29/87 R4800-2A

THIS WEEK'S FORUM: PAGES 21, 22, & 23

EDUCATION WEEK

American Education's Newspaper of Record / $2.00
Volume VI, Number 39 · June 24, 1987
© 1987 Editorial Projects in Education

Is There a Teacher Shortage? It's Anyone's Guess

Absence of Reliable Data Casts Doubt on Studies

By Lynn Olson and Blake Rodman

The debate rages.

Last winter, the National Education Association announced that "public schools in the United States are facing a severe teacher shortage."

But the U.S. Bureau of Labor Statistics weighed in with a decidedly different view.

"Indications . . . are that no shortage of teachers will develop," a bureau analyst wrote, shortly after the N.E.A. released its report.

The American Federation of Teachers, the RAND Corporation, the National Center for Education Information, and numerous other players on the education stage have also weighed in on one side or the other.

The problem, according to many experts, is that there is not enough information to know which view is correct.

Despite the rush of media attention given to the teacher shortage in the past few years, data on the subject are so inadequate that a recent report by the National Academy of Sciences calls it the "statistical dark."

Asked to describe the data on which people are basing their projections, Leo Eiden, a senior program analyst with the federal Center for Education Statistics, said, "There are holes big enough to drive Mack trucks through."

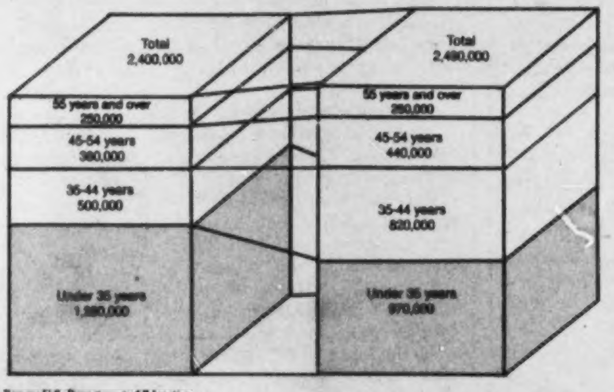
More than half of the states collect some kind of data on teacher supply and demand, experts estimate. But fewer than a dozen conduct any sophisticated analyses.

Both state and federal data bases—and the interpretations based on them—have been trounced by critics as being grossly inadequate.

The federal government and many

Continued on Page 14

Teachers' Age Distribution, 1974 and 1984



Source: U.S. Department of Education

Creationism Law In La. Is Rejected By Supreme Court

Statute's Religious Intent Is Ruled Unconstitutional

By Tom Mirga

WASHINGTON—A Louisiana law mandating balanced treatment for the theories of evolution and creation in public schools violates the First Amendment's prohibition on government establishment of religion, the U.S. Supreme Court ruled last week.

In a 7-to-2 decision, the Court held that the state legislature's primary intent in enacting the law in 1981 "was clearly to advance the religious viewpoint that a supernatural being created humankind," and not to advance the cause of academic freedom, as the state maintained.

"The legislative history documents that the act's primary purpose was to change the science curriculum of public schools in order to provide an advantage to a particular religious doctrine that rejects the factual basis of evolution in its entirety," Associate Justice William J. Brennan wrote for the majority in *Edwards* v. *Aguilard* (Case No. 85-1513).

Continued on Page 6

In the Shadow of Disney World, a High School for Tomorrow

By William Montague

It sounds like a recruiting pitch for a well-endowed college: "Fully equipped marine-biology laboratory, modern computer center, solar-energy design center, industrial-robotics shop, and closed-circuit television system with not one, but two video-production studios."

In fact, these are only some of the futuristic facilities that will soon be available to about 2,000 high-school students in Florida's Orange County school district.

The students, residents of the booming suburbs of Orlando, will be the first to enroll in Dr. Phillips High School when classes begin this fall at its brand-new, $24-million campus.

Set amid the lush Florida landscape less than 10 miles from the Walt Disney World amusement park, the school has features that resemble the park's popular Epcot Center, a showcase for visions of tomorrow's technologies.

And like the Epcot Center, Dr. Phillips High School is a model of sorts, a demonstration of how today's schools can adapt to—and even anticipate—a changing world.

Will personal computers one day be as common in the classroom as chalkboards and erasers? Dr. Phillips is already wired for an electronic-mail network that can connect every terminal in the school. Will satellite transmissions eventually expand the scope of educational television? The school already has its own antenna dish. Will educational theorists decree a wholesale reduction in class sizes? Movable walls make it possible to tailor classrooms accordingly.

Unlike the Epcot Center, however, Dr. Phillips High is more than an imaginative exhibit. When the school opens in August, its 350,000 square feet of floor space will make it Florida's largest high-school campus. Its 101 faculty members will teach a full range of courses, including an advanced

Continued on Page 16

The Call for Choice: A Special Report

In a special 24-page pullout section, this week's edition of *Education Week* examines choice, one of the most controversial and fastest-growing developments in public education.

Built on the concepts of equal opportunity and open-market competition, the movement strives to give parents the right to select their children's schools from among a range of possible options.

Educators Are Implored To Stress Broad View Of Nation's Constitution—Its 'Warts and All'

By Robert Rothman

Several prominent jurists and historians, led by U.S. Supreme Court Justice Thurgood Marshall, have given food for thought this spring to teachers drafting lesson plans for next fall's bicentennial of the U.S. Constitution.

They have publicly stated reservations many educators may have held privately over the prospects of an uncritical celebration of the document and its framers.

In the words of Justice Marshall, such a celebration would, by paying no heed to the flaws of the original, "invite a complacent belief that the vision of those who debated and compromised in Philadelphia yielded the 'more perfect union' it is said we now enjoy."

"To the contrary," Mr. Marshall said in a speech last month to patent and trademark lawyers, "the government they devised was defective from the start, requiring several amendments, a civil war, and momentous social transformation to attain the system of constitutional government, and its respect for the individual freedoms and human rights, we hold as fundamental today."

But, according to many teachers and curriculum specialists interviewed last week, schools have anticipated such critiques and are stressing that the Constitution has evolved over time to include blacks, women,

Continued on Page 18

Legislatures, Districts Move To Raise Age For Kindergarten

By Anne Pavuk

Responding to concerns that the failure rate among kindergarten students may be rising, a growing number of state legislatures and school districts are requiring that children start school at a later age.

Proponents of the move argue that older children are better prepared—cognitively, emotionally, socially, and physically—to meet the requirements of curricula that have become more structured and demanding during the school-improvement movement of the 1980's.

"The demands in school are increasing tremendously," says Charlotte Garman, an education consultant for the Pennsylvania Association of Public School Principals. "Schools have begun to say either they will have to lighten up on the curriculum or raise the age" for school entrance.

State and district proposals to raise the entrance age have gained momentum from

Continued on Page 17

Publication Schedule

With this issue, *Education Week* suspends publication for part of the summer. An "extra" midsummer issue will be published on Aug. 5. The regular publication schedule will resume with Issue 40, dated Sept. 2.

IN SUMMARY

A Victory for Teachers
Ruling in a case that has been closely followed by educators' groups nationwide, a state judge has held that a mentor-teacher system in Rochester, N.Y., is not "harmful" to administrators. **Story on Page 5.**

A Delay on Desegregation Aid
The Education Department's failure to issue new rules on the reorganization of desegregation-assistance centers may delay their funding and force them to close temporarily. **Story on Page 10.**

Belting School Buses
The House Education and Labor Committee heard conflicting testimony last week on a proposal to withhold federal aid for districts failing to install seat belts on school buses. **Story on Page 11.**

A Budget Compromise
The House and Senate are expected to approve a compromise spending blueprint for fiscal 1988 that calls for a significant boost in federal support for education. **Story on Page 11.**

Reworking a Report
Reacting to charges that they "watered down" a report on the extent of lead exposure among young children, federal officials said last week that they would prepare a new summary of the findings. **Story on Page 12.**

Awards 25
Colleges 4
Commentary .... 19 & 32
Curriculum 8
Events 24
Health 6
In the Press 20
Letters 19
Marketplace 26
State Capitols 9

FORUM
"Sex Education Course Reports Positive Results"
Search Institute
Comments on "The Nation's Report Card: Improving the Assessment of Student Achievement"
Assessment Policy Committee,
The National Assessment of Educational Progress
Statement on Pages 21, 22, & 23

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 39.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions,
Subscription Problems,
and Changes of Address
Write to:
Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Julie Miller, Bill Montague
Anne Pavuk, Blake Rodman
Robert Rothman, William Snider
Debra Viadero, Reagan Walker

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTOR
Carol Maloney

PRODUCTION ASSISTANT
Marcia L. Santoyo

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Woltman

ADMINISTRATIVE ASSISTANTS
Molly McSherry, Laura Royer

MARKETPLACE ADVERTISING
Barbara L. Holt
202/466-5190

DISPLAY ADVERTISING
Director
Leslie K. Hubbard
Assistant Director
Michael McKenna
1255 23rd Street, N.W., #775
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis A. Edge Jr.
842A State Road
Princeton, N.J. 08540
609/683-7900
(Display Advertising Only)

MIDWEST
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
(Display Advertising Only)

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

STATES

321 Arkansas Districts Miss Reform Deadline

Nearly all of Arkansas's 333 school districts failed to meet the June 1 deadline for compliance with reform measures passed by the legislature in 1983.

But state officials said last week that only a handful of the delinquent districts may be forced to consolidate, as provided for under the law.

Only 12 districts met the deadline, according to Kay Williams, a spokesman for the education department. Since June 1, she said, the state has issued consolidation orders to 318 districts, and three other districts have volunteered to consolidate.

All but eight of the 318 districts issued orders, however, have been given an extended deadline of Aug. 1 to meet the standards, Ms. Williams said.

Three of the remaining eight districts have been told to start taking steps to consolidate. All three are appealing the orders. The Bright Star School District has obtained a court injunction to halt its consolidation temporarily, and the other two districts were scheduled to appeal their orders before the board on June 22.

Five districts are on a "critical" list, Ms. Williams said, which means they have until July 15 to demonstrate compliance with the law. It is doubtful, she added, that they will be able to do so.

Under the 1983 reform law, districts were required to meet a variety of standards, including: offering a minimum number of courses; increasing graduation requirements, from 16 credits to 20; limiting class sizes; providing elementary-school counselors; providing nursing services; upgrading staff inservice training; increasing the number of school days and teacher contract days; and having a specified number of library books.

Since the reform measures were adopted, voluntary consolidations have reduced the number of districts in the state by 34.

N.H. State Board Seeks Stiff Drug Penalties

The New Hampshire Board of Education, in a series of recommendations to legislators and law-enforcement officials, has proposed that the state impose stiff penalties on students convicted of drug- and alcohol-related crimes.

"We have namby-pambied on this issue too much," said Kenneth L. Paul, president of the board. "It's about time somebody calls a spade a spade. We're willing to stand up and say what we believe."

The board recommended that 16-year-olds be prosecuted as adults if they commit crimes involving alcohol or illegal drugs, and that the the driver's licenses of teen-age lawbreakers be suspended. In addition, it urged school officials to strengthen security measures to keep drug dealers off school grounds.

Critics of the recommendations have argued that they overemphasize punishment. But, according to Mr. Paul, the stance is justified.

"Maybe that's the problem," he said. "Maybe we haven't focused enough on" punitive measures.

The recommendations will be included in a booklet to be issued by the board later this year, which will outline steps parents, schools, and state officials can take to combat drug and alcohol abuse. The publication will address education and rehabilitation, as well as criminal penalties, the board president said.

DISTRICTS

Fla. Board Adopts Faculty-Integration Plan

The school board in Dade County, Fla., has unanimously approved a plan aimed at ensuring that all schools in the district have a racially balanced faculty by 1989.

Currently, 67 schools, about one-quarter of the district, are not in compliance with guidelines set forth in an agreement with the federal office for civil rights, said Octavio J. Visiedo, a district spokesman.

Out of a total teaching force of 14,000, he said, 287 white teachers and 37 black teachers will need to transfer to bring all schools into compliance.

The plan establishes incentives for voluntary transfers to targeted schools, including a one-time salary bonus and priority consideration for future promotions. It also makes efforts to meet faculty-integration ratios part of the performance evaluation of supervisory personnel.

If the plan does not produce the required number of voluntary transfers next year, Mr. Visiedo said, the district will begin negotiating with the local teachers' union to create a mechanism for mandatory transfers.

N.J. Principal Acquitted Of Assault on Teacher

A high-school principal praised by Secretary of Education William J. Bennett for his tough disciplinary policies has been acquitted of an assault charge filed by a teacher at his school.

Joe Clark, principal of Eastside High School in Paterson, N.J., was found not guilty of assaulting a social-studies teacher by the Paterson Municipal Court on June 10.

In charges filed April 27, the teacher, Peter Rendina, accused Mr. Clark of grabbing and pushing him during an argument that ensued when the principal ordered Mr. Rendina to leave the school grounds for the day.

Mr. Clark said last week that the incident had followed his suspension of Mr. Rendina for violating the school's dress code for teachers, not turning in plan books, and "developing a basically obnoxious and rebellious demeanor." The principal said he grabbed the teacher's arm and escorted him out of the school, but did not intend to harm him.

Mr. Rendina, who has transferred to an elementary school in Paterson, said Mr. Clark had given him no reason, "either in or out of court," for ordering him to leave the school.

The court ruled that Mr. Clark had not demonstrated "intent to do bodily harm," which constitutes criminal assault in New Jersey, according to his lawyer, Robert P. Swartz.

The high-school principal was praised in the U.S. Education Department's report, "Schools Without Drugs," for tightening discipline and curbing drug use and gang violence at Eastside High.

Youth Center Allegedly Deceived U.S. Monitors

A court-appointed panel in the District of Columbia is investigating charges that local youth-services officials tried to deceive federal monitors into thinking an education program that had ended months earlier was still in operation.

A week before a visit by monitors from the U.S. Education Department late last month, officials at the Oak Hill youth-detention facility added staff members and set up classrooms for a federally funded Chapter 1 compensatory-education program that had not held classes since February. The allegations, made in a *Washington Post* story this month, were denied by officials, who insisted they were not deliberately attempting to mislead federal authorities about the program's status.

"We don't know whether the allegations are true, but if they are, they are serious," said Michael Gerry, a lawyer serving as the education adviser to the three-member panel. It was created last year by a superior-court judge to oversee an improvement plan for the city's three youth-detention centers.

Jesse Williams, director of the city's Youth Services Administration, which runs the centers, acknowledged in the news report that a number of agency employees had been removed from their regular jobs and assigned temporarily to the Oak Hill program around May 21, five days before the monitors' visit. But he maintained that the staffing switch was a legitimate attempt to put the program "back on its feet."

Mr. Williams could not be reached for further comment last week.

The youth center received $173,133 in federal funds in the current fiscal year to hire eight people to run its Chapter 1 program.

Lack of Data Stymies Efforts To Predict Teacher Supply and Demand

Continued from Page 1

state governments do not report data on teacher supply and demand by geographic regions or subject areas. Neither do they know precisely how many certified or uncertified people are teaching particular classes from year to year, or how many teachers are misassigned at any point in time. And they do not keep detailed information on where the new teachers hired come from.

In addition, experts say, many state data bases are not automated or centralized to provide easy access to information. Most districts do not keep track of how their hiring plans change during the year, based on supply and demand. And no one knows the effects of teacher migration on estimates of supply.

Moreover, the very source of the information, school administrators and teachers, may not be providing accurate, consistent data. Responses may vary based on how and when the questions are asked. *(See story, page 15.)*

In the absence of complete and reliable data, conclusions are being drawn on what experts describe as disparate "bits and pieces" of information, anecdotes, and "personal beliefs."

"We are very much concerned about the erroneous conclusions that are going to be made," said Mr. Eiden.

The Academy's 1987 interim report on teacher supply and demand, commissioned by the National Science Foundation and the U.S. Education Department, cautioned that "fuzzy concepts and an absence of agreed-upon terminology" are fueling the controversy.

At the heart of the debate lie seemingly irreconcilable opinions about "quality" and human behavior: Who is qualified to teach? And what, if anything, will attract different groups of people to the profession?

16,000 Anecdotes

Based on estimates from the Center for Education Statistics, most agree that at minimum the nation will need to hire some 200,000 teachers a year for the next five years.

The debate really centers around beliefs about whether that need can be met.

> ***"You want to make sure that we don't tell millions of kids that there are going to be jobs out there, and then . . . not be able to use them."***
>
> ***— Peter M. Prowda, Connecticut Education Department***

In addition, everyone agrees that there are current spot shortages in certain geographic areas and in certain subjects, and that this situation is likely to continue. But they disagree about how severe these shortages are.

The fact that teacher supply and demand appears to vary so widely from state to state and from district to district adds to the confusion.

Contradictory reports of a severe shortage in one location and a surplus in another could both be correct—and neither could provide a complete picture of the national scene.

"There are 16,000 different situations, and it's fair to say that no two are alike," said Dorothy M. Gilford, study director for the Academy's committee on national statistics. "This is why you get such different perceptions."

Said Mr. Eiden: "The anecdotal information you've been acquiring, is it true? Could be. But trying to jump from that to a number—it can't be documented."

"Taking local situations and trying to generalize will create problems, and it can't be done."

Politics and Money

In the absence of figures that everyone can agree on, politics and money are playing a large part in shaping projections of supply and demand.

Thus far, both national teachers' unions are predicting serious teacher shortages in the future, as is the RAND Corporation's center for the study of the teaching profession. In contrast, the Labor Department and C. Emily Feistritzer, a private education analyst, have insisted that no national shortage exists or is pending. That view has been endorsed by Secretary of Education William J. Bennett.

According to Arthur E. Wise, director of the RAND center, "To say that we have a crisis coming means that we must do something serious. So depending upon whether your main mission in life is the preservation of the status quo or your main mission is to try to bring about major change colors how you look at the facts."

"Those people who want to bring about change may have some reason to pay attention to data that indicate a problem," he said. "People who are more conservative, who want to believe that we can maintain the system as it currently is without infusing more money, have an incentive to see that there's no problem."

Constance F. Citro, study director for the Academy's committee on national statistics, agreed: "What it comes down to here is money. Do we want to spend money, or do we want not to spend money? Bringing out numbers can help make a case for or against that."

Said Debra Gerald, a mathematical statistician with the Center for Education Statistics: "Unfortunately, to try and explain teacher supply and demand, the public has tried to simplify very, very complex situations. We often get into trouble.

"Supply and demand is not a simple topic; it is a complex topic. You've got to be willing to discuss all the pieces."

'Counterproductive'

Developing better projections of teacher supply and demand is important for a number of reasons, experts say.

If people knew that there was a national shortage of teachers, for instance, it might sway them to enter the field. Similarly, if the shortage were severe enough, it might result in federal action—such as grants and other incentives to entice science majors to enter teaching.

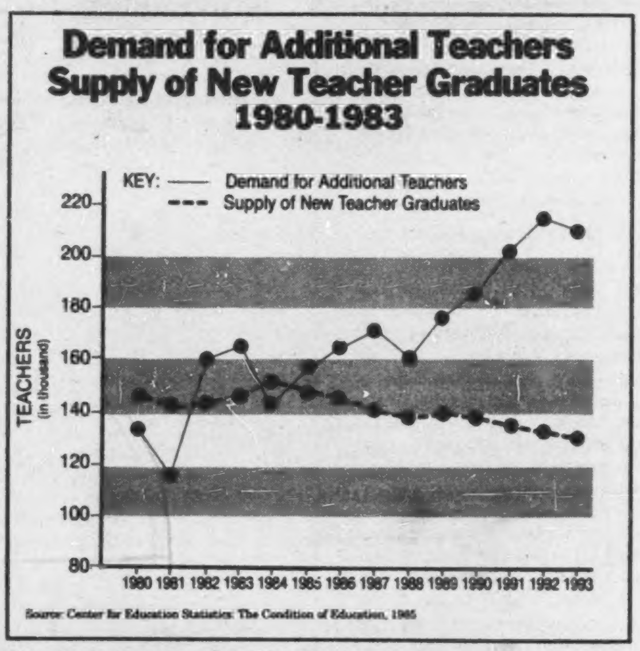
National figures also help states know whether their problems are unique or part of a larger trend. This can, in turn, influence their policy decisions.

State-based information is even more important, according to analysts. States are the primary gatekeepers for teacher supply and demand. They determine teaching standards and provide incentives. And they are paying an increasingly large share of education costs.

In addition, most observers agree, the teacher labor market is largely state, regional, and local—not national—because teaching is not a particularly mobile profession.

Right now, no one knows what effects recent education-reform policies will have on the labor market. Accurate, reliable information to help policymakers shape their decisions is just not there.

But policies based on inadequate data, the Academy warns, "will be irrelevant at best and counterproductive at worst."



Source: Center for Education Statistics: The Condition of Education, 1985

Graphs such as this, which portray a widening gap between the demand for teachers and the supply of new teacher graduates are misleading, experts say. Recent teacher-education graduates make up only one slice of the potential teacher-supply pool.

Inflated predictions of future shortages, others say, could cause too many people to prepare to teach.

"You want to make sure that we don't tell millions of kids that there are going to be jobs out there, and then have them trained to be teachers and not be able to use them," said Peter M. Prowda, coordinator of research services for the Connecticut Department of Education.

'Not Too Tricky'

Projections of a shortage are based on two components: the anticipated demand for teachers, and the expected supply of teachers available to fill that demand.

Estimates of demand at both the national and state levels are based primarily on projected student enrollment and on teacher-student ratios.

"That's not too hard to do, because basically you figure out how many kids are going to be in school," said Richard J. Murnane, professor of education at Harvard University. "It's a little tricky to make predictions about class size, but once you've done that, it's multiplication."

Almost everyone making national predictions relies on the estimate by the Center for Education Statistics that student enrollment will climb by approximately 2.5 percent each year from now until 1997.

Far trickier, everyone agrees, is estimating teacher supply.

According to the Academy, current estimates of teacher supply are "totally inadequate" and "so inaccurate" that they are "useless even in the short run."

Teachers now in the classroom represent the bulk of teacher supply. The first part of the picture, therefore, is trying to project how many people will continue to teach from one year to the next and into the future.

To determine that figure, statisticians estimate the "attrition" or "separation" rate—the number of people who will leave teaching either for retirement or other reasons.

Until recently, the Center for Education Statistics has based its national projections on a 6 percent attrition rate, computed in 1969—a rate that some say is so old it could not possibly be correct.

In contrast, for 1983-84, the Bureau of Labor Statistics calculated an attrition rate for elementary and secondary teachers of roughly 9 percent.

According to Linda Darling-Hammond, director of RAND's education and human-resources program, the difference amounts to 500,000 teachers between now and 1992-93.

The federal center's projection that 1 million teachers will need to be hired between now and then—or 200,000 a year—rests on the 6 percent attrition rate. Ms. Darling-Hammond believes the correct number is closer to 1.5 million.

Although RAND favors the 9 percent figure—based on data it has gathered from a number of states—the Center for Education Statistics argues that it is too high.

According to center officials, the Labor Department included in its calculation all those who described themselves as teachers—including part-time personnel and private-school teachers—and this artificially inflated the results.

For these reasons, the Labor Department chose to use the 6 percent figure when it predicted that there would be no teacher shortage.

Estimates also differ on the question of whether the attrition rate will remain relatively stable or surge in the coming decade.

According to RAND officials, an aging teacher force—whose average age is now 41—means that the number of retirements will climb in the future. That fact, combined with an influx of new teachers, who have a traditionally higher turnover rate, could result in an increase in attrition within the next 10 years, they say.

But Daniel Hecker, a labor economist with the Bureau of Labor Statistics, disagrees.

"The present pool of teachers aged 45 and older is only slightly larger than it was in 1974," he wrote. "Therefore, the number of retirements in the next decade should be about the same as it was in the last one; no surge is likely."

"So the average age has gone up," he said. "It is the number who are within 10 years of retirement that really counts."

Although Mr. Hecker conceded that the retirement rate may increase after 1995, he noted that making projections more than 10 years into the future is risky.

Estimates of attrition at the state level vary from 4 percent to 12 percent, according to Ms. Gerald of the Center for Education Statistics. She also noted that each state's definition of attrition varies, as does the way it computes the figure. Many states do not publish attrition rates at all.

Recent studies also indicate that attrition rates vary by age, experience, and subject taught. Thus, using one rate to predict shortages across states, fields, or grade levels may not be accurate.

New Supply

After determining how many of today's teachers will leave the profession, the remainder of the supply estimate is based on the "new supply." This involves determining the willingness to teach of people not now doing so—a nearly impossible task at present.

Included in this pool are new graduates of teacher-education programs. It also theoretically includes: other newly certified graduates with non-education majors; those certified through emergency and alternative routes; people in other professions who may decide to become teachers; and certified teachers who left teaching for one reason or another or who never entered the profession.

"Each of these groups," notes the National Academy of Sciences report, "has a very different probability of being attracted to teaching under current conditions and of responding to particular policy initiatives aimed at attracting teachers. Yet virtually nothing is known about these differences."

"Virtually none" of the national or state models of teacher supply and demand provides a "serious analysis of these various types of potential teacher supply," it argues.

Fears of a teacher shortage have been fueled in recent years by projections from the Center for Education Statistics that the proportion of college graduates with a major in education has declined precipitously since the early 1970's.

Based on the center's figures, for example, the N.E.A. has concluded that "by 1993 the need for new teachers will exceed the number of new teacher graduates by 37 percent."

But that figure may be mislead-

Continued on Following Page

Continued from Preceding Page

ing. For one thing, said Ms. Darling-Hammond of the RAND Corporation, many new teacher-training graduates never teach or become certified, and thus should not be included in the supply pool.

On average, she said, only about 75 percent of those trained to teach actually enter teaching.

More important, the supply of new teacher-training graduates may account for only a fraction of the total teacher supply.

Many states, for example, enable college graduates who major in subjects other than education to become certified as teachers, if they take the necessary "add on" courses. This enlarges the supply pool of new teachers without prior experience.

Because the center's projections of teacher-training graduates repeatedly have been misconstrued to represent the entire supply of potential teachers, said Ms. Gerald, the center has decided to stop publishing the projections.

"It's a very important figure," she said, "but it is misused by people."

The 'Phantom Workforce'

An even more controversial component of the supply equation, however, is the "reserve pool." This is the number of certified people who have left teaching or who have never taught. There is no national figure for how many people are in this pool.

In fact, so little is known about the reserve pool that one researcher has referred to it as a "phantom workforce."

According to Mr. Hecker, divergent views about how large the reserve pool is, how quickly it can be replenished, and how likely these people are to return to teaching "are probably the major reason" for the different estimates of teacher shortage.

Officials at the two teachers' unions say they do not believe people in the reserve pool are likely to return to teaching, unless the profession becomes substantially more attractive both in pay and working conditions.

"I just don't think this group is going to fill what I see as a very large void," said Jewell C. Gould, director of research for the American Federation of Teachers. "It may help us—I don't want to ignore it—but we don't see it as a replenishing source of teachers."

Said Howard Carroll, a spokesman for the N.E.A.: "We don't see districts hiring from the huge pool of former teachers. If they were, we wouldn't have the present situation."

"We are skeptical about these people coming back into the profession unless the working conditions are improved," he said.

This is particularly true, union officials suggest, because of expanding job opportunities for women and minorities, who may make up a large part of the reserve pool.

In contrast, Mr. Hecker and Ms. Feistritzer predict that large numbers of people in the reserve pool will return to teaching.

Mr. Hecker said: "A substantial proportion of those who leave are people who are leaving temporarily for a number of reasons. They are not permanent leavers, in that they come back after a period of time."

In a retrospective study of Michigan teachers—based on data that followed the careers of newly hired teachers from 1972 through 1984—Harvard's Mr. Murnane found, for example, that one-fourth of those who were still in the teaching force 11 years after entry had left teaching for a while and then returned.

It now appears that a surprisingly large proportion of the new teachers hired each year are coming from the reserve pool.

"I don't think that's been appreciated until the last few years," said Stephen M. Barro, a consultant for the Academy's study and director of SMB Economic Research Inc. "In some states, more than half the 'new teachers' hired are former teachers."

A Connecticut survey, for example, found that in September of last year, 76 percent of the newly hired public-school teachers had prior teaching experience. Figures for New York State are similar.

"I think the real concern," said Ms. Gilford of the Academy, "is that such a large number are being hired from that reserve pool, and we don't know when it is going to be exhausted. We don't know anything about it."

The pool includes mothers on maternity leave; teachers who switched professions; those who disliked teaching and left; those who have moved out of state; people who have since retired; and people who lost their teaching jobs or failed to find one during periods of surplus. No one knows which, if any, subgroups will respond to increases in the demand for teachers or at what rate.

"Personal beliefs really come into play when you talk about the reserve pool," said Ms. Darling-Hammond. "[Mr. Hecker's] argument really rests entirely on his personal beliefs about the return rate, because there are no data."

Who Qualifies?

Estimates of who might enter teaching beyond the "reserve pool" are based on even less knowledge.

Both Mr. Hecker and Ms. Feistritzer consider all college graduates to be potential teachers—and therefore part of the supply pool. As the demand for teachers increases, they predict, many of these people will flock to teaching.

Mr. Hecker, in particular, points out that, given one-year teacher-education programs, any college graduate is at most one year away from a teaching certificate.

He also estimates that there are between 5 million and 6 million college graduates in jobs that do not require a college degree. "We're talking about a tremendous number of people," he said. "If the jobs were available, it is hard for me to believe that a substantial portion of them couldn't be attracted to teaching."

In addition, Ms. Feistritzer notes, the proportion of adults with college degrees is increasing. In 1970, she said, 1 in 10 adults had a college degree. Today, 1 in 5 do, and that proportion is rising.

> ***"We don't see districts hiring from the huge pool of former teachers. If they were, we wouldn't have the present situation."***
>
> *— Howard Carroll, National Education Association*

Others, including the leadership of the N.E.A. and the A.F.T., say it is unlikely that many college graduates will be attracted into teaching under present pay and working conditions. This is particularly true, they note, because the number of people in their late teens and early 20's will be decreasing, just as the competition for their services among public- and private-sector employers will be rising.

Ms. Feistritzer agreed that the 18- to 24-year-old population would continue to decline, but said that "the people who are going to college today are not just between 18 and 24."

"We just have a much larger college-educated adult population that is far outstripping the young population and will continue to," she said. "And I think this will, and already does, work to teaching's advantage."

A Question of Quality

In large measure, the debate about who is in the teacher-supply pool centers on teacher quality, which many claim is at the crux of all disagreements.

"A bigger piece is the quality-supply interaction that most of these surveys can't get at or don't ask about," said Ms. Darling-Hammond of RAND. "You can always fill vacancies. Forty-six states have emergency-certification allowances. Another 27 have alternative-certification routes, which essentially greatly reduce the amount of teacher training necessary to walk into a classroom and teach."

Ms. Feistritzer, she noted, "doesn't believe in certification as a measure of quality, so in her report, when she found massive use of uncertified teachers, she did not consider it an indicator of shortage. But you've got to use something."

Said Ms. Feistritzer: "To equate certification with quality is misleading. The way we currently certify teachers does not give us any measure of a person's qualification to teach."

"The biggest gap in the data base," she added, "is criteria for determining what constitutes competence to teach."

The argument is a key one, said Mr. Barro, because the "supply of teachers is not a natural phenomenon; it's also determined by the rules that each state makes up" regarding certification.

Agreed Mr. Wise of Rand: "How big the supply is depends on the definition of what a teacher is. That's also why you get different answers and opinions. You can create whole new pools of teachers instantly by dropping your requirements for the definition of a teacher, or changing the defini-

Continued on Page 16

Federal Statistics Center Plans New Surveys on Teacher Staffing, Mobility, Attrition

The federal Center for Education Statistics has just finished field-testing a new series of "Schools and Staffing Surveys" that experts predict will provide far better estimates of teacher supply and demand than have previously been available.

For the first time, the surveys will enable the federal government to make projections by subject area, grade level, and geographic location, and to conduct detailed analyses of teacher mobility and attrition.

In addition, they will provide a better picture of teachers' working conditions and of the quality and qualifications of the teaching force.

Do Not Subtract

The interwoven group of surveys will go to district officials, school principals, and teachers. In addition, a longitudinal follow-up will track a subset of teachers who have left the profession.

According to Linda Darling-Hammond, a researcher with the RAND Corporation, which helped design the instruments, the surveys will provide information on the number of people who are leaving teaching and on "where they go, what their plans are to return, and what types of teachers they are."

The surveys will also supply data on teachers' preparation, their qualifications, and their assignment or misassignment to particular subjects.

Funding for the new surveys is now under consideration by the Congress. Officials of the Center for Education Statistics say they hope to carry out the project on a full scale beginning in January.

According to Paul Planchon, acting director of the center's division for elementary- and secondary-education statistics, the surveys will cost approximately $6.5 million for each two-year cycle.

"Until we get all these data," said Debra Gerald, a mathematical statistician with the center, "no one should ever subtract supply from demand and determine if there is a shortage."

The surveys appear likely to address some of the concerns about previous federal projections expressed in an interim report on teacher supply and demand conducted for the Education Department and the National Science Foundation by the National Academy of Sciences.

That report criticized the statistics center's projections on a number of counts. In particular, it said, the center failed to disaggregate data by subject area or geographic region, and wrongly limited estimates of teacher supply to recent graduates of teacher-education programs.

State Surveys

In addition to efforts to improve the quality of statistics at the national level, several groups are trying to develop a better understanding of state-level data.

In the second part of its 30-month project, the Academy is conducting case studies of mathematics and science teachers in a small sample of school districts to find out why they entered teaching, how long they might stay, and possible reasons for leaving.

The Academy is also surveying states to find out what kind of data on teacher supply and demand they collect, and how they use it.

In addition, the Council of Chief State School Officers is conducting a study to determine what information states have available to predict teacher supply and demand, how they collect it, and whether they analyze it.

"There are probably not too many states that have gone into this very deeply," said Rolf K. Blank, who is conducting the study. Some states are not worried about teacher shortages, he said, and so do not analyze the available information. But approximately a third of the states would like better data, he estimated.

"A lot of them are looking to the federal level to do this," he said. "I think some of them, if they had federal data available, broken down by state, would use it."

The Reserve Pool

According to Peter M. Prowda, coordinator of research services for the Connecticut Department of Education, most states can draw on their teacher-certification files and teacher-retirement systems for the basic data they need to compute estimates of supply and demand.

"The question is how much you keep on a computer file," and whether the state makes use of it, he said.

"Our files are not data-rich, but we're able to analyze the living daylights out of them."

Both Connecticut and California are conducting detailed studies designed to give state officials better information about their teacher-reserve pools, in particular.

Connecticut is surveying a sample of people who were certified but did not get jobs to find out where they applied, whether they think they will be looking for a teaching job in the coming year, and what they are doing now.

The state is also surveying a sample of former teachers to gather similar information.

In California, meanwhile, officials are contacting a sampling of people certified in mathematics, the life sciences, or the physical sciences in the past three years. Respondents are being asked whether they are teaching, what is likely to keep them in the field, and, if they are not teaching, why not.

A larger, but similar, survey, involving a sample of the 1.5 million people currently holding teaching credentials in the state, is also under way.

"My sense is that state-level officials are beginning to pay more attention to monitoring teacher supply and demand after decades of neglecting to monitor it," said Arthur E. Wise, director of RAND's center for the study of the teaching profession.

"But for the most part, the systems are at a crude and unsophisticated level, often producing results which may well be misleading."

"There's a tendency to rely to too great an extent upon surveys of local superintendents," he explained. "And when you do that, you find out what's going on this year. You do not find out what's going to go on next year or the year after."

Mr. Wise also said that school administrators may have incentives to under-predict teacher shortages and misassignments. "School officials and state officials have a built-in incentive structure for suggesting that everything is under control," he said.

"One big question," added Mr. Blank, "is how many people do you have who are currently teaching who are not qualified to teach what they are doing?"

"That is a big part of supply and demand," he said. "One of the major reasons that you get different estimates is if you're asking just whether positions are filled, or whether you really have a qualified teacher."

—L.O. & B.R.

Is There Really a Shortage of Teachers?

Continued from Page 15

tion. If suddenly you define any college graduate as a potential teacher, then you have a large new pool of teachers."

Because there are not good measures of what makes a "quality teacher," people tend to use proxies like certification and the missassignment of teachers to subjects other than those in which they are trained.

The N.E.A., for instance, has found that 17 percent of teachers say they spend some of their working hours teaching out of their major fields. About 8 percent say they are not fully certified for the subjects they teach, or have been hired under emergency certificates.

"We tie this information to the teacher-shortage problem," said Mr. Carroll, "because it indicates that districts do this because they can't find anybody else—they can't find fully qualified teachers."

But others claim those figures are misleading. Teachers get missassigned for a variety of reasons that may not reflect actual shortages, they say. For example, districts with a small high-school population may find it financially impossible to hire a physics teacher to teach one class, and therefore assign a chemistry teacher to do it. Even if physics teachers were theoretically available to fill that slot, they would not be hired.

A survey of school administrators by the Center for Education Statistics found that "out of field" teaching accounted for only 3.5 percent of all instructional time in the nation's schools. But that does not necessarily contradict the N.E.A. finding, according to the report's author, who said the two figures are not comparable.

The same survey, however, asserted that 96 percent of teachers were fully certified to teach in their "principal field of assignment" under their state's certification laws—a finding that led the author to conclude that there was no national teacher shortage, except in isolated fields.

Markets and Behavior

What all models of teacher supply and demand fail to account for—whether they are considering members of the reserve pool or the larger pool of college graduates—are "market forces" and how employment decisions are affected by the incentives and disincentives of teaching.

Henry Levin, a professor of education at Stanford University, said that "historically, the market really has been effective" in balancing out problems of supply and demand. And he predicted that the way the market works "is going to cause a lot of the gap to close."

"If it's going to be a crisis, it's going to be a mini-crisis rather than a major crisis," he said. "Most of the people doing the analyses don't really put much weight on economic factors. They're not economists."

Already, he noted, "we are seeing natural market forces come into play. The only question is whether the shortage will be so large—so many people retiring in a given year—that it won't work itself out for a number of years."

Mr. Barro agreed. "There's a tendency among people who talk about shortages to have an overly static view of the situation, as if teachers and prospective teachers didn't respond to changing circumstances."

"I've argued not to try to count the supply of potential teachers right this minute," he said, "but instead to ask how many people would make themselves available to teach if circumstances changed in the future to make teaching more attractive. The models really don't allow for any adjustment mechanisms to work."

They cannot, for example, predict how a 10 percent salary increase or a drop in certification requirements would affect people's decision to enter the profession.

"I think it's only recently that we've had some real economic studies of teacher supply, which try to look at the factors that influence individuals to think about being teachers, or applying to be teachers," Mr. Barro said. "It's a difficult technical problem, and there hasn't been much support for work of this kind."

According to the Academy report, "warnings of impending teacher shortages that take no account of various market-adjustment mechanisms are unrealistic and misleading."

Most current projections, it suggests, "consist of little more than plausible extrapolations of current conditions or historical trends."

The report recommended that substantial work be done both to improve indicators of teacher quality and to advance researchers' understanding of how market forces affect teachers' behavior.

However, readily usable projections may be years away. "Given the absence of well-established supply-and-demand models in other educational fields," it states, "the probability of developing good models for teacher labor markets may be low."

However, said Mr. Barro, even with the currently rough state projections, some states should be able to tell whether they have a short-term problem.

Mr. Prowda of Connecticut said that "the question is how far you want to fine-tune the market with policy decisions."

"The models aren't there to handle it exactly," he said, "but we can get a red flag in front of my commissioner soon enough, so we can start some policy initiatives. If we take into account all the information that's there, put our heads together in some cooperative programs, we can regulate the market sufficiently."

But, Mr. Barro added, "I don't know what I'd do if I were in a state where things were at the margin and it was a relatively close call," about whether a teacher shortage was coming.

"I'm glad I don't have that role to carry out."

> ***"There are 16,000 different situations, and no two are alike. This is why you get such different perceptions."***
>
> *—Dorothy M. Gilford,*
> *National Academy of Sciences*

In the Shadow of Disney World, A High School for Tomorrow

Next fall, the $24-million Dr. Phillips High School will begin serving about 2,000 students.

Continued from Page 1

international-studies program that combines classes in foreign languages, literature, economics, and contemporary affairs.

While the school's enrollment will be drawn entirely from the rapidly growing suburbs southwest of Orlando, the student body will be ethnically diverse, according to Bill Spoone, Dr. Phillips High's first principal. Slightly more than 60 percent of the school's students will be white, 34 percent will be black and 4 percent Hispanic, he said.

Orange County school officials point to the new high school as an example of what can be achieved with creative design and the effective use of community resources. Despite its many special features, they say, construction costs were not significantly higher than those of other, more conventional schools.

"We think we have built something that will excite the students and give them a great deal of pride in their school," says Bob Gallardo, the district's director of planning and construction. "But it's not that the materials are so unusual, it's the way they have been put together and the concepts involved."

Award-Winning Design

The key to building a better school is flexibility, explains Fred Rohrdanz, one of a team of architects and urban planners who pooled their talents to create the school's award-winning design.

Mr. Rohrdanz's company, Pierce, Dorsey, and Rohrdanz, and a collaborating firm, Catalyst Architects, were recently honored for their work on the Dr. Phillips school by the Committee on Architecture for Education, a branch of the American Institute of Architects.

Architects from around the country toured the school last week when the A.I.A. held its national convention in Orlando.

"We wanted to design a school that could grow with time and change as the technology changed," says Mr. Rohrdanz. "We tried to incorporate that into the design wherever we could."

To assist that effort, he adds, the design team took advantage of the tremendous number of technical experts working and living in the Orlando area, such as Disney World's famed staff of professional futurists, or "imagineers."

"We knew that within a 40-mile radius we could find some of the most creative minds in the country," Mr. Rohrdanz recalls. "So we went to them and said: 'What kind of technological changes can we expect to see in the next 10 or 15 years that we should take into account in planning the school's facilities?' "

According to district officials, a total of eight corporations and government agencies contributed to the project by providing consulting services and allowing the design team and school staff members to tour their own facilities.

Disney World, with its extensive groundskeeping and food-service operations, helped plan the school's horticultural and culinary-arts facilities. Sea World, an Orlando-based aquatic theme park, assisted with the marine laboratory. A nearby General Electric plant suggested ideas for the robotics lab.

The design team sought advice from the National Aeronautics and Space Administration on the school's communications and computer support systems, according to Mr. Rohrdanz.

"We tried to share with them some of the lessons we've learned from our own facilities," says Raymond Corey, director of educational programs at NASA's Kennedy Space Center.

"We pointed out the areas where we are running into some trouble trying to update things because so many of our needs were not anticipated," Mr. Corey explains. "We gave them some recommendations for saving money in the long run when they need to add something."

And the immediate costs of such improvements can be surprisingly small, according to Mr. Rohrdanz. While the design team was able to incorporate a number of suggestions into the final design, he says, the added expense totaled only $50,000.

Striking Symbol

The most striking symbol of the innovations that have gone into the school's design is the soaring, three-story-high fixed canopy that covers the large mall-like park at the center of the campus, an area the school's designers have dubbed "the commons."

The campus's seven buildings radiate outward from that central core, with classrooms arranged in three great squares, or "pods," around interior courtyards.

Enrollment growth, like technological change, is assumed by the school's design. Each pod is laid out in such a way that an additional two-story annex can be added to one wing, eliminating the need for portable classrooms.

The commons, protected from the semi-tropical Florida sun by the shade of the giant canopy, provides the focal point for the "educational city" envisioned by the architectural team.

Just as the canopy connects the buildings that make up the campus, the concept of a self-contained community of teachers and students ties together the various components of the school's design.

The auditorium, the library, and the music and art studios will constitute a cultural center. The cafeteria and the administrative offices will be the school's business district, while the classrooms will be its neighborhoods. "A school is more than just a collection of buildings," says Mr. Rohrdanz, one of the campus's architects. "It's not something static. We wanted to take into account the fact that both cities and schools share a lot of common social functions."

In some ways, this design concept echoes the instructional ideas that have led educators at other schools to create elaborate "micro-societies," in which students develop and run their own political and economic institutions, often as integral parts of the academic curricula.

At this point, however, Orange County school officials have not gone that far in their plans for Dr. Phillips. They say, however, that such academic experiments could have a place in the school's future.

"The school is built around the model of a city, so that sort of thing certainly could emerge as we go," says James Schott, the district's superintendent.

In the meantime, Mr. Schott and other officials, including the school's new principal, are rushing to prepare for a grand opening, now less than two months away.

"It's an exciting time," said Mr. Schott. "It's a rare opportunity to be able to create something like this."

North Carolina's School of Science and Mathematics, with its corporate-sponsored laboratories, has served as a model for several other states.

NORTH CAROLINA SCHOOL OF SCIENCE AND MATHEMATICS

Choice in the States

	Post-Secondary Option	Second-Chance Option	Residential High School	Magnet-School Development	Alternative School Development	Inter-District Transfer	Other Choice Options
Alabama			X				
Alaska			X				
Arizona	X[1]					X[1]	X: Tuitioning
Arkansas			C[6]			X[1]	
California		FX[9]			X	X[8]	F: tuition tax credit
Colorado		X[3]					
Connecticut					X		
Delaware							
Florida	X						
Georgia							
Hawaii	X				X	X[4]	
Idaho							
Illinois			X				
Indiana							
Iowa					X	X[4]	A: Tuition tax credit
Kansas							
Kentucky							
Louisiana			X				
Maine	F				X[1]		
Maryland			A[5]	X			
Massachusetts				X[6]	X[9]	X[6]	P: Tuition tax credit
Michigan							X: Regional magnets
Minnesota	X	A	A		X	A[7]P[2]	X: Tuition tax credit
Mississippi			A[5]				
Missouri				X[8]		X[8]	
Montana							
Nebraska							
Nevada							
New Hampshire							
New Jersey			A[5]				
New Mexico						X[1]	
New York			A[5]	X	X		
North Carolina			X				
North Dakota							
Ohio							
Oklahoma							
Oregon		X[3]					
Pennsylvania							
Rhode Island							
South Carolina			A[5]				
South Dakota							X: Tuitioning
Tennessee							
Texas			A[5]				
Utah	A						
Vermont		F				X[1]	X: Tuitioning
Virginia							X: Regional magnets
Washington		X[3]			X	X[1]	
West Virginia							
Wisconsin				X		X[6]	
Wyoming							

SOURCES: National Governors' Association, Joe Nathan, State Departments of Education, and Governors' Offices.

[1] With local school-board approval.
[2] Day-care option.
[3] Approved educational clinics only.
[4] With state school-board approval.
[5] Funded for planning only.
[6] For racial and ethnic desegregation.
[7] Pilot program only.
[8] Under court order.
[9] No state funding.

CODE:
X = Policy was in place before 1987.
A = Policy was adopted this year.
F = Policy considered this year, but failed.
P = Policy under consideration, pending.

Categories:
Postsecondary Option—permits some high-school students to take courses for high-school credit at community colleges or other postsecondary institutions.
Second-Chance Option—permits certain categories of "at risk" students to attend a program of their choice in another school or school district.
Residential High School—permits a small number of students to attend a statewide high school with enriched learning opportunities.
Magnet-School Development—Funds the development of magnet schools as [illegible] tool in local school districts.
[illegible] School Development—Funds or encourages the development of [illegible] alternative approaches to learning.
[illegible]—permits students to attend schools in districts other than [illegible].

State Actions

Lawmakers Stepping Up Efforts To Expand Options for Students

Two years ago, when Gov. Rudy Perpich of Minnesota proposed an "access to excellence" plan that included open enrollment in public schools, the idea, he says, "was not warmly received" by education groups.

"One state senator who sponsored the legislation," the Governor recalls, "said it was a little like trying to rearrange a cemetery."

But two parts of the plan survived that year: a program letting high-school juniors and seniors take college courses for precollegiate credit, and a planning study for a statewide residential high school for the arts.

Construction funds for the new arts school were only approved this year. But the postsecondary option has been so successful, Mr. Perpich says, that now he believes the battle over parental choice in Minnesota "is almost over."

Legislative leaders who "turned white" over choice two years ago, the Governor says, are now supporting a wide range of educational alternatives. This year, in fact, they passed three bills covering other suggestions in his excellence plan, including a voluntary open-enrollment option.

Says Ruth Randall, the state commissioner of education: "I'd say the legislature has given philosophical and psychological approval to the idea of open enrollment."

Such a turnabout is remarkable, according to other sources in the state, given the deep fears and suspicions the legislative package had aroused.

Opponents charged that cross-district transfer options were being offered as a substitute for state commitment to improving school quality across the board. And they fought the postsecondary option on the grounds that it would lead to a mass exodus of talented youths from the high schools, and take money from precollegiate programs to pay for college tuitions.

Neither of the concerns about the postsecondary option has proved to be a serious problem, according to a report on the program released by the state education department this year. The study represents the most comprehensive assessment of the impact of any of the various state-level choice programs. And its results could not have pleased Commissioner Randall and the Governor more.

What it shows, they say, is a program that has, at a relatively modest cost, given students a new option for enrichment—and high schools a source of healthy competition.

While other educators still raise objections to the plan, Phillip L. Tenney, executive director of the Minnesota Association of Secondary School Principals, agrees with the main theme of the state assessment: "We support it because we think it is good for the kids."

State Actions Target Specific Groups

In 1985, Minnesota was virtually alone among the states in proposing the use of choice as a tool for reform. But the pace of legislative activity in the area has quickened considerably since Mr. Perpich made his proposals.

Last summer, the National Governors' Association, in its reform agenda, *Time for Results*, called on states to "expand opportunities for students by adopting legislation permitting families to select from among kindergarten to 12th-grade public schools in the state."

And lawmakers in more than a dozen states this year have responded, considering bills that would give parents the option of enrolling their children in schools outside the district where they live. So far, however, only five such measures have become law, three in Minnesota, one in Iowa, and one in Utah.

As debates over the issue in several legislative committees have made clear, lawmakers remain hesitant about intruding into an area traditionally reserved for local boards of education—the setting of student transfer policies.

They are also wary of possible funding implications of such plans. The N.G.A. and others have recommended that both state and locally generated tax funds follow a student to the new school he enrolls in. But district officials who stand to lose tax revenues under such a scheme have successfully opposed it.

As a consequence, all existing state choice plans—and most of this year's proposals—are limited to specific and easily defined groups of students, those whose educational needs either cannot or are not being met by local school districts.

One of the most popular proposals—debated this year in at least six states, and approved in Minnesota—is the creation of statewide high schools offering intensive learning opportunities for students gifted in certain areas, such as science or the arts.

Next in popularity have been so-called "second chance" programs geared to potential dropouts and "at risk" students. Minnesota passed a bill in this session that allows students who are not succeeding in their present schools to transfer to any public school in the state. Vermont legislators considered a similar measure but failed to pass it.

A variation on this "second chance" option already exists in several states. The program in Colorado, adopted in 1985, gives students who have dropped out of high school the chance to enroll in state-approved "educational clinics," operated either by school districts or other public or private agencies.

The "educational clinics" model has also been used to create programs in Washington State, Oregon, and California. But a more extensive second-chance proposal, based on school outcomes rather than student outcomes, has failed to make it out of committee in the past two sessions of the California Assembly.

Using tax credits to extend choice was also debated in several legislatures this year. Iowa adopted a measure giving the parents of private-school students the right to deduct a portion of their educational expenses from their taxable income. Minnesota had been the only state that allowed such a deduction, but bills similar to the Iowa law are pending in Massachusetts and California.

Breaking New Ground in California

The initiatives on choice introduced in California this year have included sever-

Continued on Following Page

Continued from Preceding Page

al that break new ground.

One, for example, would have required that districts create alternative school programs when requested to do so by a group of parents representing at least 30 children. Districts would have been exempted under the plan only if officials could certify that creating the option would be too costly or would violate the district's educational philosophy.

The original bill was later amended to require only that districts hold a formal hearing at which the parents could express their views. Members of the California Assembly's education committee requested the amendment because of concerns that the law might be considered a state mandate, thus obligating the state to pick up the tab for costs incurred under it.

The Assembly's education and ways-and-means committees have approved the bill, however, and it is expected to be considered by the full Assembly this summer.

Another bill, which is not scheduled to be taken up until next year, would grant students who attend schools that have ranked in the bottom quartile on state performance indicators for three consecutive years the right to transfer to any other school in the state—taking their state funding with them.

"Only by allowing parents to have more options for their children will we see any improvement overall in scholastic achievement," says Marian W. LaFollette, the assemblyman who has authored most of the legislation on choice introduced in California.

A former teacher, Ms. LaFollette says she believes having a statewide policy on choice will provide the needed impetus to ensure that other educational reforms are adopted and applied.

"If parents determine that the reforms aren't being properly implemented in their schools, they will have the choice to move to schools that are implementing them with real enthusiasm," she explains.

Otherwise, Ms. LaFollette says, "it doesn't make any difference what the parents feel are the problems, because the school board doesn't respond and the administration doesn't respond, particularly in large urban school districts."

In January, a California choice option aimed at easing the day-care burden of working parents went into effect, after receiving legislative approval last year. It allows parents to enroll their children in the district they work in, rather than the one they live in. Minnesota lawmakers tabled a similar proposal this year, despite strong support for the measure from the state's parent-teacher association and newspaper editorials.

Voluntary Open Enrollment

Minnesota's new voluntary open-enrollment plan gained passage this year by skirting some of the more contentious features of the Governor's original proposal.

For example, the bill does not force districts to participate. Thus, it represents, according to Willard K. Baker, executive director of the Minnesota School Boards Association, "a reiteration of authority we thought we had anyways."

For Commissioner Randall, however, the new law provides an opportunity to lobby districts for wider participation in this and other choice plans. Almost 20 districts, she says, have already agreed to adopt open-enrollment policies.

But members of the school-boards association have opposed the idea, Mr. Baker says, because they "would like to have all of the programs strengthened, and all of the school districts strengthened, rather than use open enrollment as the substitute for that kind of commitment to quality."

"Many of us would look at open enrollment a lot more openly," he adds, "if we were sure the choices would be made for strictly educational reasons. But it could involve moves for athletic reasons or for differences in personality."

"There are a lot of extenuating circumstances that might lead students to make choices that may or may not be related to the quality of education."

Ms. Randall counters that the use of open enrollment for other than academic reasons would be, in her view, "relatively small."

"But my basic argument is that we prize extracurricular participation very much in Minnesota," she adds, "so, if that's a reason for moving, then that should be acceptable."

State officials in Ohio, Rhode Island, and Utah have indicated that they, too, are contemplating the development of statewide choice plans that respond to the N.G.A. recommendations.

In states that have already debated such proposals, officials in rural districts have often been the most vocal opponents. Losing even a small portion of their school-finance base, they say, could force them to cut back on course offerings.

To address this problem, the N.G.A. recommended that "school districts enrolling fewer than 2,000 students should be permitted to count for purposes of state reimbursement the net number of students transferring to other districts for the first two years of the program."

Minnesota's Governor and state education commissioner say, however, that choice will increase the efficiency of even the smallest districts by promoting collaboration between schools.

"The argument that we should just put more money in, so that every district can offer every program might be desirable," Ms. Randall says, "but it's not very possible. There's simply not the resources."

Minnesota has 435 school districts, she notes, the smallest of which has only 88 students. Smaller districts cannot realistically offer all of the programs that students may want, she maintains.

"Here's where we talk about becoming creative and innovative and flexible," the state commissioner says.

To offer their students an array of programs, she says, smaller districts "will have to look for some way that they can pair with another district, or share with another district, or make use of technology" or employ any of the other incentives the state has devised to encourage interdistrict cooperation.

Assessing the Postsecondary Option

Some of the state schools chief's arguments are supported by the recent report detailing how the postsecondary option has affected education in Minnesota.

Although other states allow high-school students to graduate early in order to enroll in college, only Minnesota and Hawaii are known to have adopted formal programs whereby the state assumes the cost of all higher-education courses taken by high-school students for credit.

For the past two years, Arizona has permitted high-school students to enroll in community-college courses, and Florida enacted a similar initiative in 1977. This year, they were joined by Utah, which is seeking through such a program to reduce overcrowding.

In Minnesota's program, however, the

Continued on Page C22

Curriculum and Choice

Themed Programs Give Educators Opportunity To Break the Mold

In a reform era wedded to the basics, schools of choice have been asked to do the near-miraculous: Meet an increasingly prescriptive set of state requirements, while offering programs that break the educational mold.

And to a great extent they have done so, serving the system as on-site laboratories for innovation in coursework and teaching methods.

Such experiments, says Lillian Barna, superintendent of the Albuquerque, N.M., schools, can help keep the movement toward standardized excellence from "decimating the programs that keep kids in school."

Adds New York City Schools Chancellor Nathan Quinones: "People like some differentiation. They don't want to be placed into a common vat and homogenized."

Across the country, schools of choice are providing that kind of distinctiveness through an almost endless variety of themed programs and learning strategies:

- The City as School in Lowell, Mass., operates as a "city in miniature," teaching students basic skills as they operate simulated banks and industries and run a would-be city government.
- The Dade County, Fla., Academy of Travel and Tourism, located near Miami International Airport and scheduled to open this fall, will offer students preparation for careers in a number of travel-related businesses.
- The East New York High School of Transit Technology teaches students in the nation's largest city the fundamentals of mass transportation.
- In Detroit, opening ceremonies were held last month for a new high school focusing on African-American culture. Its location will give students daily access to the city's African-American museum.
- And Atlanta's Archer High School instituted a retail magnet program this year with support from such business concerns as J.C. Penney, Sears, Roebuck & Company, Neiman-Marcus, and the Georgia Retail Association.

The energy such diversity brings to the enterprise of learning is what has attracted some of the choice movement's strongest advocates.

"The closer we come to designing programs that match the needs and interests of students, the more likely we are to have young people feeling involved and interested and better prepared," says Charlotte Frank, director of the division of curriculum and instruction in New York City.

Her district's diversified high-school programs, she says, "have been enormously successful" in raising attendance rates and student performance, as well as teacher morale and effectiveness.

Maintaining a Core of Basics

But like educators in other districts with choice, New York City's alternative-program planners must place their distinctive aspects in the context of rigid core-curriculum requirements. To graduate, students there must complete 13½ credits in specified areas.

As is typically the case, New York's schools of choice use the required five and a half credits in electives to offer curriculum enhancements in specific fields. These are bolstered by additional programs, such as career-related internships or minicourses taught by outside professionals.

"There's a bedrock educational program that all students should encounter if they're going to have a crack at the jobs and the culture," says Bill Honig, superintendent of public instruction in California. "If we're going to keep this democracy going, there are some standards of performance that everybody's going to have to meet."

But, taking that as a given, the California schools chief says, "there's something to be gained from giving the people in the schools the responsibility for packaging" the core curriculum in their own way.

"The very exercise of doing that devel-

Continued on Page C20

Magnet Themes by School Level

	Elementary		Middle/Junior		Senior		Total	
Theme	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Basic Skills	46	21	6	15	2	3	54	17
Fundamental	25	12	5	13	1	1	31	10
Bilingual or Language	24	11	4	10	2	3	30	9
Montessori/Individualized Learning	32	15	4	10	0	0	36	11
Vocational or Career	2	1	1	3	8	12	11	3
Arts	29	13	6	15	11	16	46	14
Sciences (and Mathematics)	22	10	4	10	6	9	32	10
Humanities or Social Sciences	4	2	3	8	10	15	17	5
Health Careers or Science	2	1	1	3	7	10	10	3
Academic	25	12	2	5	8	12	35	11
Communications	0	0	1	3	3	5	4	1
Business	0	0	0	0	3	5	3	1
Computer	0	0	0	0	1	2	1	.3
Other	5	42	2	17	5	8	12	4
Total	216	62	39	14	67	24	322	100

SOURCE: U.S. Education Department

These magnet-school themes were identified as the most popular nationwide by James Lowry and Associates and Abt Associates Inc. in their landmark study of magnet programs in 1982.

Alternative Schools Offer Lab To Test Material and Strategies

Continued from Page C19

ops the spirit of the effective schools you're looking for," he says.

More important than the thematic aspects of that "packaging," others note, may be the variety of instructional approaches available. Schools of choice have become the public-sector testing grounds for nontraditional teaching methods.

Many districts, including Houston, Buffalo, and Prince George's County, Md., have created magnet schools that use the Italian educator Maria Montessori's "discovery-learning" method of instruction, based on a child's natural curiosity. Teachers in such schools must be certified not only by the state, but also by the Montessori organization, based in San Francisco.

Another popular curricular model is the International Baccalaureate, a writing-based curriculum developed by an international group of educators and monitored by a parent organization based in Geneva, Switzerland.

And for parents who prefer a "back to basics" approach, an intensified, "no frills" version of the traditional school has become the most popular option offered in many districts.

Mary Anne Raywid, a leading researcher in the field and a professor of education at Hofstra University in New York, calls such diversification among schools "a strong plus" in an era of changing demographics.

"I'm convinced," she says, "that the way we have tried to operate schools in this century, by centralizing and standardizing them in modules, is simply not going to work in the future."

Varying Instructional Patterns

But Ms. Raywid and other experts note that, unfortunately, the experimentation occurring in schools of choice has so far been much more common in curriculum offerings than in teaching styles.

"Most of the innovation in magnets has been curricular," the researcher says. "To a disappointing extent, the method of instruction is fairly similar in all types of schools."

That assessment is shared by Gordon Cawelti, executive director of the Association for Supervision and Curriculum Development. "There's been more curriculum concentration and specialization than changes in teaching methods," he says. This is particularly true, he adds, at the high-school level.

The teaching variations adopted have largely been based on models that are already familiar to parents through private education, Mr. Cawelti notes.

"There is clearly a market for programs that have been the forte of private schools," he says, "but the market is limited."

But, particularly at the elementary-school level, the A.S.C.D. director adds, there is "a large proportion of parents who want a standard quality education as close to home as possible."

If the adoption of alternative programs by the public schools "is helping them compete with private education," he says, "then it is a desirable trend."

What would not be desirable, says Mario Fantini, dean of the school of education at the University of Massachusetts, would be the elimination of the traditional comprehensive school under a system of choice. It should be given the same status as other options a district offers, he says.

Comprehensive schools offer an education well suited to the needs of many students, Mr. Fantini maintains. "But no one pattern could meet everyone's needs."

The ideal choice plan, he says, would be a "community-based system with many options, devised by educators working in a team to make sure the best learning method is available to every type of student."

Matching Need to Program

Making sure that needs and resources match programs adds another layer of complexity to the task that alternative-school planners face.

Evans Clinchy, senior field associate for the Institute for Responsive Education, a nonprofit research and advocacy group in Boston, recommends that districts conduct a comprehensive informational campaign, then survey parents to find the types of magnets they want.

Mr. Clinchy has developed, in his work as a consultant, a model districts can use to prepare parents to participate in a system of choice.

Worcester, Mass., for example, used his model in the early 1980's, when it launched an extensive campaign to assess community needs for a proposed system of magnet schools. Committees of parents there visited magnets in other Massachusetts districts and in locations nationwide, before devising a preference list of five types of teaching formats and five thematic curricular variations.

When the list was circulated as part of a survey of parents in 1982, 38 percent of the district parents responded. And the school committee heeded their advice. *(See chart on this page.)*

"By involving the parents in the planning process," says Mr. Clinchy, "the district ensured that, when the new programs were opened, there would be parents waiting to enroll their children."

Worcester continues to poll parents before developing new programs. And now the number responding is often remarkable. Eighty percent returned completed questionnaires for the latest survey, conducted last year.

'People Buying Into the Potential'

Another development model, composed of elements taken from more than a dozen districts nationwide, was put together early in the decade as part of a federally funded study of magnet schools. *(See chart on pages C6 and C7.)*

Ms. Frank of New York City has her own list of recommendations: "You start with a philosophy, find out what is needed and what is available to implement it, then make it replicable, and then follow up and make sure it meets all the appropriate standards."

Her boss, Mr. Quinones, stresses the need to involve as many different groups as possible, including teachers, supervisory personnel, parents, and business and political leaders.

"Such a broad array of individuals doesn't make it easy," he says, "but if they have a sense of excitement about what that school is, you already have a first step."

Continued on Following Page

WORCESTER PUBLIC SCHOOLS

Students in Worcester, Mass., participate in a health-science program affiliated with the University of Massachusetts.

Magnet-School Survey Of Worcester, Mass., Parents

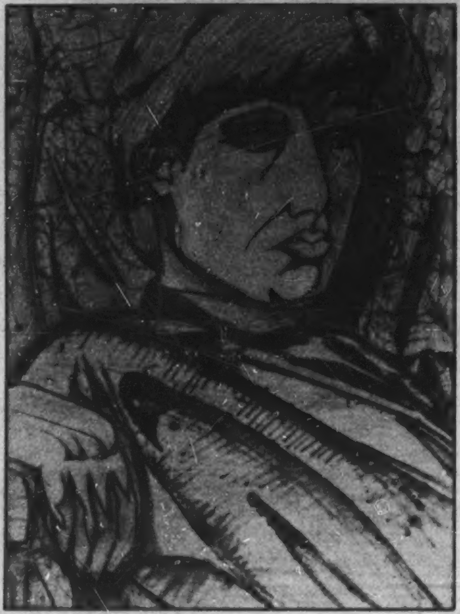
Rankings of 1st choices of kinds of schools:	Percent. of Total	Percent. of Majority	Percent. of Minority
Fundamental = 2,111 Concentrates on teaching students the basic skills of reading, writing, arithmetic, and responsibility. The school emphasizes discipline and order. Parents and teachers work together to guarantee that the school has high academic standards and that all students are working at grade level or above.	40	43	27
Continuous Progress = 1,790 Encourages students to progress through a carefully defined curriculum at their own best rate of speed. A child will be able to advance as fast as possible in each subject area and may be working at different grade levels in different subjects. The curriculum will stress language arts and mathematics.	34	35	29
Developmental = 425 Emphasizes the intellectual, social, physical, and emotional development of children. As students participate in activities which help them learn about objects, ideas, other children, and adults, they will learn how to teach themselves and work independently in specifically designed learning centers.	8	8	11
Montessori = 424 Provides an educational environment that fits each stage of a student's intellectual and physical development. Students select their work with guidance from their teacher and use special, self-correcting learning materials to develop skill in in language, mathematics, practical-life, and sensorial activities. The curriculum is based on the idea that children are naturally curious, want to learn, and like to work on things which interest them.	8	8	9
Microsociety = 257 Provides a program designed to help students learn how society works. Students will not only learn about all aspects of the city in which they live, but will set up and run their own society in school, including banks, business corporations, a system of government, a newspaper and publishing house, an art gallery, and a theatre company. Students will learn that the basic skills are useful and can be used to run their in-school society as well as the world outside.	5	5	6
Rankings of 1st choices of themes of schools:			
Science and Technology Emphasizes the methods of scientific inquiry, experimentation, and reasoning. The curriculum would include special projects in such disciplines as biology, botany astronomy, mathematics, and such modern technology as computers and data processing equipment.	20	30	27
Gifted and Talented Provides students with the opportunity to develop their special talents and do advanced work in both academic subjects and in practical areas such as carpentry, computers, electricity, and mechanical skills.	29	32	18
Fine Arts Will provide students with an opportunity to develop their artistic skills both as artists and as observers of the arts. The traditional language-arts skills of reading and writing will be incorporated in to the study and practice of acting, painting, music, sculpture, dance, and other activities selected by parents for their children.	16	15	17
Physical Health Emphasizes the health sciences and the effect that society and the environment have on each other. Students will work on projects that combine the physical and social sciences and learn how the interaction can have both positive and negative effects on the way we live.	12	11	13
Multi-Cultural Would provide students of all racial and ethnic backgrounds with the opportunity to learn the languages and learn about the different cultures that make up the modern world.	4	3	6

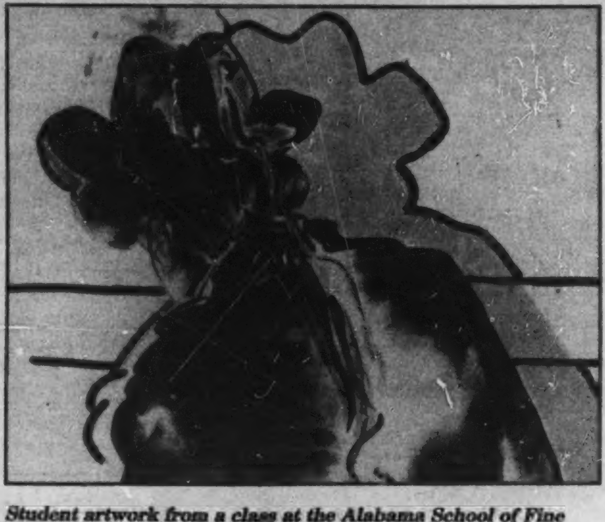
SOURCE: Institute for Responsive Education.

Parent committees drew up this list of magnet-school themes and instructional programs after visiting models in other districts. The school committee then surveyed parents to decide which options to offer.

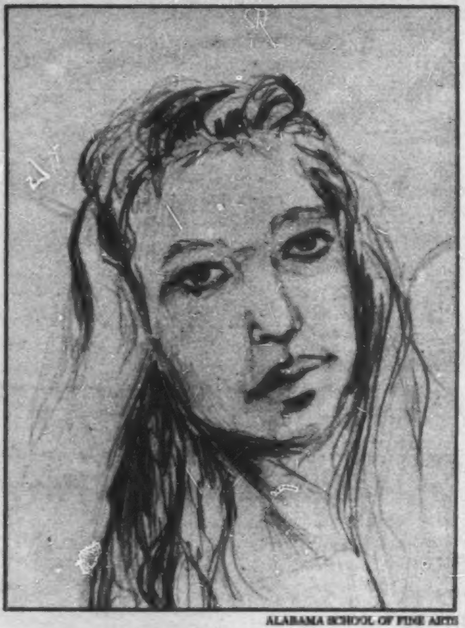
ALABAMA SCHOOL OF FINE ARTS

An instructor at the Alabama School of Fine Arts conducts a dance class at the statewide school in Birmingham (below). Among the plays staged by the school recently was "A Midsummer Night's Dream" (left).





Student artwork from a class at the Alabama School of Fine Arts includes a "mixed media" piece by Cathy Brown (left), a mixed-media drawing by Arthur White (above), and a charcoal drawing by Hallie Walker. The three artists are all 11th graders and worked from live models.



ALABAMA SCHOOL OF FINE ARTS

Continued from Preceding Page

The schools chancellor's current strategy is to close schools that perform poorly and redesign them as schools of choice.

"What we want," he says, "is people buying into the potential for success at that school. We want them to say, 'Look, here's a brand-new school being launched; yes, what occurred here before was lousy, but now it's a new beginning.' "

For districts using schools of choice as a desegregation tool, there are additional considerations when designing a program, most notably the problem of determining whether the format chosen will attract the right racial mixture.

According to officials in several districts, low-income and minority parents have tended to choose programs with more traditional emphases, such as back-to-basics coursework. Middle- and upper-class white parents are more likely to choose such "progressive" options as the schools-without-walls and continous-progress learning models.

Opposing Currents

But regardless of how carefully planners structure their alternative offerings to the needs and wishes of the community, they may have difficulty maintaining the distinctive nature of their school of choice.

"One of the challenges," says Ms. Raywid, "is to maintain the flexibility necessary to innovation. If schools of choice become entrenched in institutional rigidity, they have fallen prey to what they were started to counteract."

A variety of pressures—from financial retrenchment to community disenchantment—can push diversity back toward conformity, other researchers warn.

Mr. Fantini of the University of Massachusetts speaks of "the weight of standardization, testing, certification, and licensing." Historically, he says, such centralizing forces have "forced out a lot of these options."

Yet, that is the countervailing reform direction that schools of choice have had to contend with for most of this decade.

The New York State Regents' Action Plan, that state's major reform initiative, is, in Mr. Quinones words, "reducing the number of electives that high schools are able to offer."

"Essentially, it's an extension of the time requirements for courses," he says of the plan. "But seat time really doesn't tell you anything. If three years of math is lousy, then four years of math is going to be lousier."

"I would propose that we look much more at student outcomes."

In the end, U.S. Secretary of Education William J. Bennett says, "not much strikes you as different between a good magnet and an otherwise good school.

"Magnet and choice," he says, "are just another way of trying to make a school good. If it succeeds, it's like a good neighborhood school. People are there because they want to be." ■

More and More States Viewing Choice as School-Reform Tool

Continued from Page C19

only cost to participants is transportation to and from the college and university they attend. Its goal, state officials say, is to allow students to take courses not offered in their local districts.

Last year, in its first year of operation, the program attracted 3,668 students—1.7 percent of the state's eligible 11th graders and 4.7 percent of its 12th graders. And, according to the report, a majority of the students, parents, high schools, and postsecondary institutions involved expressed satisfaction with the program.

Ninety-five percent of 1,000 student participants surveyed said they were either satisfied or very satisfied with the program, and 90 percent said they had learned more by participating than they would have taking only high-school courses.

Only 1 percent of the students indicated they were very dissatisfied with the program.

One indication of the need for such a program, state officals note, is the finding that 6 percent of those participating had previously dropped out of the public schools.

More than 60 percent of the parents in the survey said that participating in the program had improved their child's enthusiasm for learning, willingness to study, self confidence, and sense of responsibility. Only 4.8 percent of the parents said they believed the program should be discontinued.

The only group that apparently does not give the plan a majority approval rating, in fact, is public-school teachers. Only 49 percent of the principals questioned said their teachers supported the plan.

Despite the generally favorable picture that emerges from the state assessment, however, several difficulties in implementation are cited.

The problem most frequently identified by all participants was the coordination of class schedules between secondary and postsecondary institutions. In addition, officials at both the high schools and colleges involved said that counseling services for the students should be improved.

The report also notes that Native Americans, who represent 1.3 percent of all Minnesota high-school students, constitute only 0.2 percent of those taking advantage of the postsecondary option.

Each of these issues, Ms. Randall says, "is on our list of things to be fixed." She notes that the state legislature has already passed several amendments to the program.

The report also notes that transportation—a problem area cited by opponents of most statewide choice plans—did not pose a major problem for most participants. But it says that some students may have been precluded from participating because they lived so far from an eligible postsecondary institution.

No 'Mass Exodus'

While virtually every education association in Minnesota has endorsed the concept of giving greater curricular choice in the schools, only principals have thrown their support behind the postsecondary-enrollment option.

"I think a lot of principals thought it was going to be a mass exodus," says Mr. Tenney of the secondary-school principals' group, "but that didn't happen."

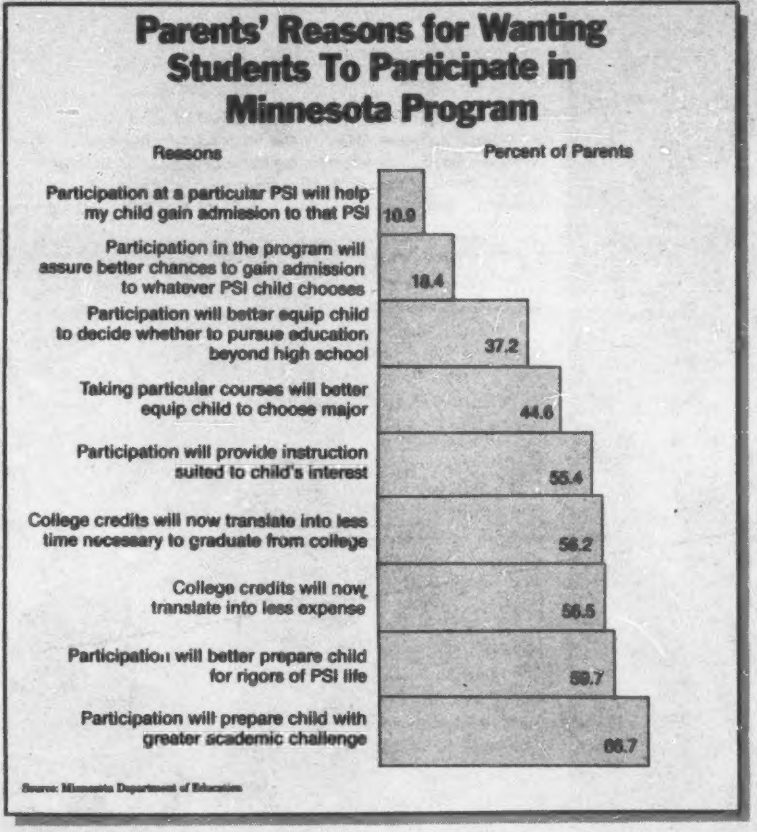
If anything, he says, the program has made high schools "take a good look at themselves," which he says has been a "positive" exercise.

Robert E. Alstrup, president of the Minnesota Education Association, agrees. The program "never did have a really big impact," he says, and it is likely draw fewer students from public schools in the future, because of a bill passed by the legislature this year giving districts incentives for developing cooperative programs.

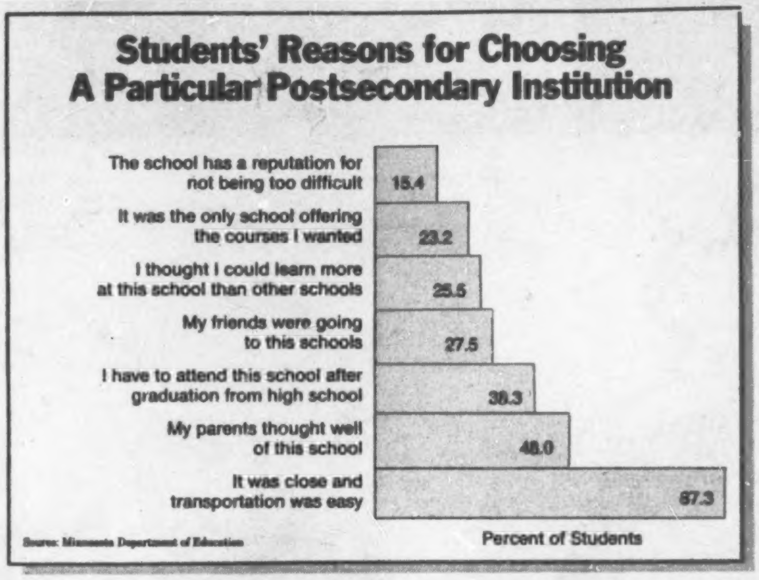
"Our big concern was that talented students were leaving the high schools," Mr. Alstrup says. "Talented students are a very, very important resource to a school, because they provide leadership and a pool of talent."

But many school officials still object to the transfer of participating students' state-aid payments to the postsecondary institution. And some, such as Mr. Baker of the Minnesota School Boards Association, indicate that the loss of funds will

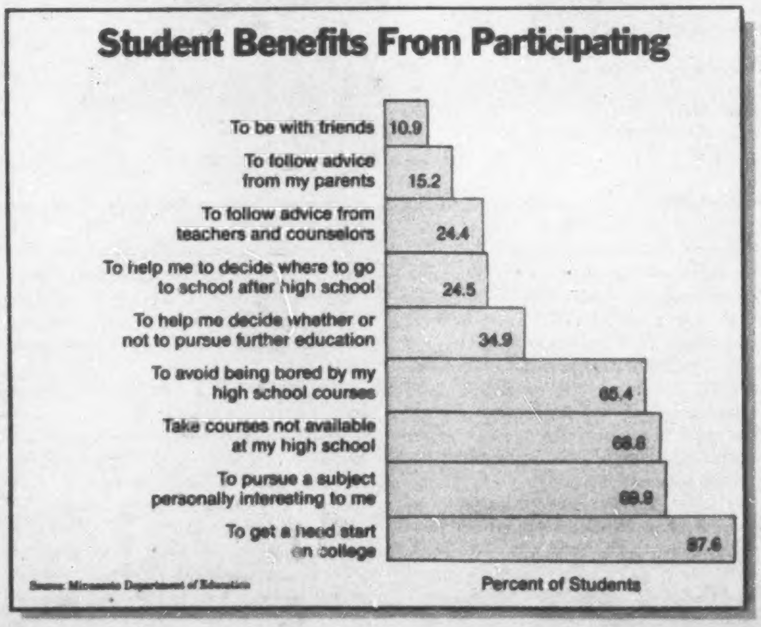
Continued on Following Page


Parents' Reasons for Wanting Students To Participate in Minnesota Program

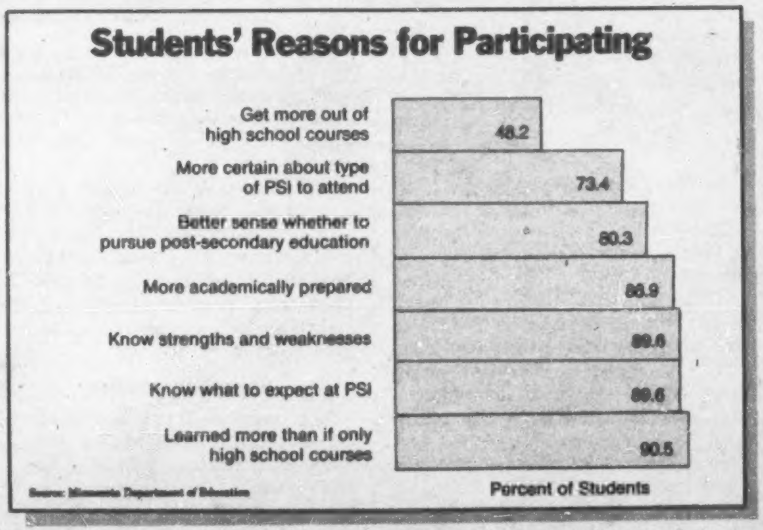
Source: Minnesota Department of Education


Students' Reasons for Choosing A Particular Postsecondary Institution

Source: Minnesota Department of Education


Student Benefits From Participating

Source: Minnesota Department of Education


Students' Reasons for Participating

Source: Minnesota Department of Education

These factors were identified by parents and students as important to their decision to participate in Minnesota's Postsecondary Options Program, which allows students to gain high-school credit for college work.

LOUISIANA SCHOOL FOR MATH, SCIENCE AND THE ARTS

Students take advantage of state-of-the-art equipment at the Louisiana School for Math, Science, and the Arts. The school, like others in a growing number of states, provides gifted students with an alternative to their high schools' offerings: a specialty residential school with intensified learning experiences, and contact with professionals and community resources in the field in which they excel.

Continued from Preceding Page

preclude schools from effectively competing for students.

"We're having a very difficult time financing our basic programs," Mr. Baker says. "When we're looking at possible cutbacks in programs we've had going on for years, it's difficult for us to start talking about new programs, whether it be arts or postsecondary enrollment or open-enrollment options."

The state's assessment of the postsecondary program found that the average revenue loss for participating districts during the 1985-86 school year was $7,771, or about 0.1 percent of total district revenues that year.

But some larger districts, Mr. Baker notes, lost funding equivalent to several teachers' salaries. And in some smaller districts, he says, the lost funds represented a proportion of their total budget that was not easily replaced.

Planning Uncertainties

Perhaps even more important, the school-boards' official asserts, are the planning uncertainties created by the option.

"It is very difficult to do any kind of planning, whether it be long range or not," he says, "without knowing what your enrollment situation might be, what your budget might be, and what your staffing needs might be."

But while Governor Perpich and Commissioner Randall acknowledge such drawbacks, they say that the greater long-term efficiency gained through choice will be precisely what the state needs in an era of fiscal austerity. Nationally, they note, Minnesota has dropped from 5th to 17th in per-pupil education spending over the past five years.

To gain the benefits of choice while lessening its impact, they urge school officials to develop creative answers to the planning question, as community colleges and other postsecondary institutions in the state have done when faced with enrollment uncertainties.

GOV. RUDY PERPICH

The Battle Over Choice 'Is Almost Over'

"Some of it is how we've looked at planning," Ms. Randall says. "If we have to know exactly what resources we have, and that's the only way we can plan, then it's a problem."

"But, if we can be flexible," she says, "and we learn to adjust as other organizations have had to adjust, then it should not be a problem."

Since the postsecondary-option program's inception, the Governor says, "you can see the pressure on the districts for more foreign languages, and more arts and math and computers, right across the board."

"What happened was that a lot of districts put in Advanced Placement courses," Ms. Randall notes. "They figured out some way that the courses could be taught in the high school, so that students wouldn't have to leave, and they could still get college credit."

This kind of competition for students, she contends, is just what the schools need to keep improving, "now that we are in much tighter times financially."

"The big thing to me about the concept of choice," Ms. Randall says, "is that it broadens all of the electives for all of the students, without building a new building, without adding a single teacher, without adding a bus route, without spending additional money."

Statewide Residential Schools

For an increasing number of states, however, building buildings and spending additional money is the right formula for ensuring a pool of talented high-school graduates for business, technology, and the arts.

They are providing—or are planning to provide—gifted students with an alternative to their high schools' offerings: a residential specialty school with state-of-the-art equipment, intensified learning experiences, and contact with professionals and community resources in the field in which they excel.

The newest of these schools, the Illinois Mathematics and Science Academy, in Aurora, opened its doors to 210 of the state's most academically talented students last fall.

Like the five other such schools in operation, Illinois's resembles a specialized private academy, except for one important difference: It is free to students, because it is publicly funded.

"I think it's one of the major trends in education," says James R. Nelson, executive director of the Alabama School of Fine Arts, the second-oldest statewide school for the gifted, which adopted a full academic curriculum in 1974.

The Alabama school's graduates are highly regarded in the professional arts world, he says, with many from its dance program, for example, going on to the American Ballet Theatre.

RUTH RANDALL

Minnesota Commissioner Of Education

"We're proving that if you give kids what they like to do, they'll do it."

But in most cases, he and others note, such schools also have a second mission—to provide advanced training for teachers throughout the state and conduct summer courses for students not admitted to the two- or three-year full-time programs.

Although many states have long operated residential schools for handicapped students, such as the deaf, North Carolina has led the way in the creation of residential high schools for the gifted, establishing the first statewide school for the arts in 1965 and the first statewide school for science and mathematics in 1980.

Continued on Page C24

Officials See Long-Term Return In Creating Programs for Gifted

Continued from Page C23

The brochure of the Louisiana School for Math, Science, and the Arts, founded in 1982, gives what could be the rationale behind all such ventures: "to produce our future leaders."

And in an era of increased economic competition—and greater acceptance of choice as an educational tool—that idea seems to be gaining momentum. In this year's legislative sessions, the following actions were taken:

- The Minnesota legislature approved the issuance of $4.2 million in bonds to establish a statewide high school specializing in the arts.
- Maryland, Mississippi, New Jersey, New York, and South Carolina appropriated funds to plan similar schools.
- The Texas legislature voted to allow colleges and universities to use their own funds to establish residential academies for gifted high-school students.

Other states, including Michigan and Virginia, are establishing regional high schools to provide specialized learning environments to students in any school district within commuting distance.

Virginia's four regional magnet schools for science and technology, says S. John Davis, state school superintendent, allow the state to offer programs "that just could not be made available in local comprehensive high schools."

In fact, says Charles Eilber, director of North Carolina's science and math school, having the freedom to offer opportunities rare to public education has made his job "the culmination of a lot of my professional expectations."

One of the school's main advantages for students, says James Youngblood, its principal, is that they "come here with elevated expectations."

"One might say there's a certain amount of self-fulfilling prophecy in that," he says.

Both Mr. Eilber and Mr. Youngblood emphasize that the North Carolina specialty schools also benefit from their affiliation with the state's university system, which frees them from regulations in such areas as teacher credentials and compensation, textbook selection, and the school calendar.

"That kind of flexibility has been essential to us," Mr. Eilber says.

Return on Investment

The annual cost to the state of educating a student at the North Carolina science and math school is more than $10,000—nearly four times the state's average per-pupil expenditure for high schools.

But officials defend the disparity, noting not only the added cost of residential schools, but, more importantly, the long-term financial return to the state of challenging its brightest students.

They are less successful, however, in countering a second widespread criticism: that such schools drain regular high-school classrooms of their student leadership.

The most frequent counter-argument is that the specialty schools can rapidly disseminate to other schools useful information about teaching methods and practices. More than 4,000 teachers from public schools in North Carolina, for example, have participated in training sessions conducted by the science and math academy since 1980.

It is the impact this choice alternative has on individual students, however, that proponents cite most often.

According to a partially completed survey of the North Carolina School for Science and Math's class of 1982, its first graduates, almost all have completed four-year college degrees, or were enrolled in a five-year postgraduate program. And 80 percent of them majored in mathematics, science, or engineering. ■

Guides to Research, Policies, Practices

The following guides to research, policies, and practices have been published within the past year and are available to those seeking further information:

- Parent Choice: A Digest of the Research ($9)
- Planning for Parent Choice: A Guide to Parent Surveys and Parent Involvement in Planning for Parent and Professional Choice in the Public Schools ($6)
- A Consumer's Guide to Schools of Choice: Program Descriptions and Models for Parents and Other Educators ($12)

Order from:
Publications Department
Institute for Responsive Education
605 Commonwealth Ave.
Boston, Mass. 02215

- The Handbook of Choice Proposals and Legislation ($5)

Order from:
The Clearinghouse on Educational Choice
1611 North Kent St., Suite 805
Arlington, Va. 22209

- Grading and Upgrading schools: A Guide for Parents and Educators ($3)
- Practical Problems with Implementing Choice Among Schools (No price available)

Order from:
The Sequoia Institute
1822 21st St.
Sacramento, Calif. 95814

CHICAGO PUBLIC SCHOOLS

About 10 percent of the 495 schools in Chicago are schools of choice. Under the district's "options for knowledge" program, students who attend any of the alternative schools, as well as their parents and teachers, sign a contract pledging their commitment to the program.

8/13/87 R4800-2

EDUCATION WEEK

American Education's Newspaper of Record / $2.00 Volume VI, Number 39 / Extra Edition

© 1987 Editorial Projects in Education

Education Remains Central to Governors' Agenda

Better Schools Said Key in Global Economy

By Lynn Olson

TRAVERSE CITY, MICH.—The United States will not succeed in the international marketplace until its education system is put right.

That was the message hammered home at the governors' annual meeting here by everyone from Gov. Bill Clinton of Arkansas to Lee Iacocca.

"The idea that you can be a great power with a second-rate school system, particularly in the age we are about to enter, is quite evidently ludicrous," warned the author David Halberstam, whose book *The Reckoning* explores the triumph of the Japanese auto industry over its American counterpart.

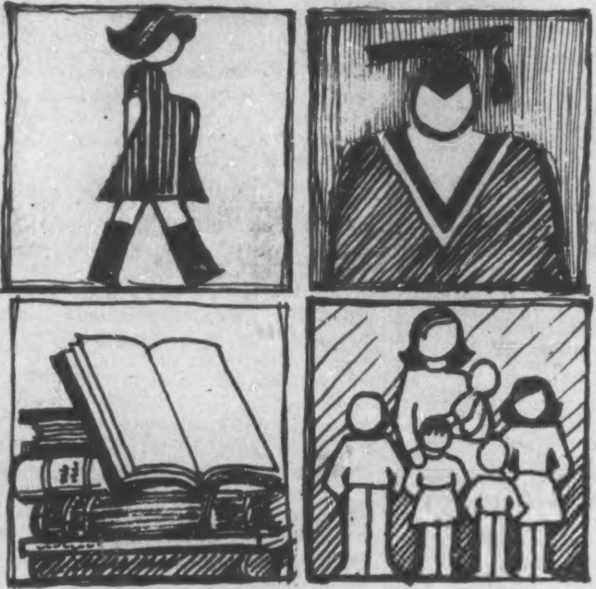
By all appearances, the governors here concurred. Although focused this year on jobs, growth, and economic development, their discussions returned again and again to education as the foundation of American competitiveness in the world economy.

Rather than abandoning school reform for new political interests, the meeting suggested, the governors view it as a central component of their agenda for economic development.

Throughout the four-day meeting, they called on schools to do everything from raising foreign-language requirements to lowering the dropout rate in order to sustain America's competitive edge.

In one of three major reports released at the conference,

Continued on Page 30



NATIONAL GOVERNORS' ASSOCIATION, "BRINGING DOWN THE BARRIERS"

Symbols are from new governors' report on ways to help four groups—teen parents, welfare recipients, dropouts, and adult illiterates—become more productive citizens.

Diffusion Network Backers Criticize Change in Rules

Censorship Charges Leveled Against 'Significance' Panel

By James Crawford

WASHINGTON—A Reagan Administration proposal to screen applicants for the National Diffusion Network on the basis of educational "appropriateness" has stirred strong opposition from teachers, school administrators, and members of the Congress.

This screening committee, one of several controversial changes in the network that the Education Department proposed on June 30, could lead to censorship and politicization of the network, critics say.

During its 13-year history, the network has disseminated information on exemplary instructional programs selected solely on the criterion of educational effectiveness.

The department proposes to create a "program significance panel" to conduct a second stage of review: whether a program "would be generally acceptable to education service providers and parents."

In a letter to Secretary of Education William J. Bennett, the bipartisan leadership of the House Education and Labor Committee warned of "the potential misuse" of such

Continued on Page 28

'A Win-Win Situation': School Classrooms in the Workplace

By Reagan Walker

Miami's new superintendent of schools knew he had a revolutionary idea.

For 10 of his 24 years with the Dade County Board of Education, Joseph A. Fernandez had watched the district build an increasingly beneficial relationship with the Miami business community.

Now, as head of the nation's fourth-largest district, he had conceived the ultimate business-school partnership—placing the school inside the business.

He floated the idea at a Greater Miami Chamber of Commerce meeting in June, hinting to business leaders that they might want to consider providing classroom space for their employees' children at the company site. The school district could provide the teachers and the furnishings, and the parents could provide the transportation.

"It's a win-win situation," Mr. Fernandez said. "It will help relieve our overcrowding, give companies an excellent benefit for their employees, and be convenient for the parent." He told business leaders to expect a letter in July that would outline the idea more fully.

The letters were never sent.

Businesses embraced the idea with such zeal that the superintendent's office received several proposals before Mr. Fernandez even had a chance to draft his letter. The first "satellite learning center" will open this fall at the six-story headquarters of the American Bankers Insurance Group.

Mr. Fernandez's long tenure with the school system made him well aware of the problems he was inheriting when he stepped into the superintendent's post on July 1.

Overcrowding is at the top of the list. With its rapidly expanding population, Miami has been plagued with a shortage of classroom space for more than a decade.

Continued on Page 28

Also in the news

7 **N.E.A. Hails Nevada Action As 'Big Win' on Professionalization**

The state's lawmakers have voted to create an autonomous licensure board that the union says is "teacher dominated."

8 **Chicago School-Funding Process Said to Ignore Reform Law**

A public watchdog group has charged that city officials do not respond to community funding views, as state law demands.

20 **Number Two Education Post To Go to Dallas School Chief**

Linus Wright, an administrator who shares many of the Secretary of Education's views, is said to be his choice as undersecretary.

'Summit Meeting' of Leading English Teachers Calls for Reforms in Instruction at All Levels

MODERN LANGUAGE ASSOCIATION

The anthropologist Shirley Brice Heath addresses English educators at Maryland "summit" conference.

By Robert Rothman

QUEENSTOWN, MD.—A three-week "summit meeting" of leading teachers of English has ended with a joint call for restructuring the way the subject is taught at all levels.

Teachers should place less emphasis on the content of instruction, and more on the way students read, write, and think, concluded some 60 representatives from eight major language-arts groups.

That recommendation appears to run counter to recent criticisms by educators, such as E. D. Hirsch Jr., who argue that schools have concentrated on developing skills at the expense of ensuring a broader "cultural literacy."

The July 6-24 conference in this remote

Continued on Page 29

Tuition-Prepayment Plans Pose Risks, Experts Contend

Economic Assumptions Are Too Optimistic, They Say

By Lynn Olson

DENVER—States and universities may be underestimating the financial risks involved in new programs to help families invest in higher education, some experts contend.

Those attending a conference here on college prepayment and savings plans said interest in such programs had been fueled by fears that, as one participant put it, "college costs can hit you like a tidal wave."

But they warned that the plans' backers may be using overly optimistic forecasts when calculating the rate of return on savings and other factors.

In the past year, six states—Florida, Indiana, Maine, Michigan, Tennessee, and Wyoming—have created programs that allow families to place money in state trust funds while their children are young, in return for guaranteed tuition when the children reach college age.

A set of bills in Illinois that would establish a tuition-prepayment plan and other incentives to save for college await the governor's signature.

Continued on Page 27

IN SUMMARY

Scrutinizing Textbooks
Adding to a growing consensus, the California Board of Education and key national education groups are urging more attention to religious and democratic values in school textbooks. **Stories on Page 6.**

Tracking Desegregation
Schools in Illinois, Michigan, and New York have the highest levels of racial segregation, according to a new report that found "enormous variations" among states in levels of integration. **Story on Page 8.**

A Quiet Convention
In what one member called "a relatively bland" annual convention, the National Education Association adopted resolutions on student-health issues and voted to expand its grant-making arm. **Story on Page 10.**

Education and Poverty
Hard-core poverty in New York City is attributable, in large part, to the schools' failure to adequately educate a "shockingly large proportion" of their students, a mayoral panel has charged. **Story on Page 12.**

A Veto for Bilingual Education
Gov. George Deukmejian of California has vetoed an extension of the state's bilingual-education law—a move that allows districts to set their own guidelines for such instruction. **Story on Page 17.**

Recovering Federal Funds
In what lawyers agree is the first decision of its kind, a federal appellate court has restricted the power of the U.S. Education Department to recover misspent funds from school districts. **Story on Page 20.**

Education Budget Advances
The House Appropriations Committee has approved an Education Department budget of $20.6 billion for fiscal 1988, representing a $1.2-billion increase from current levels. **Story on Page 25.**

Awards....35
Administration....13
Appointments....35
Commentary....31 & 44
Events....35
Federal File....21
Grants....36
Letters....33
Marketplace....37
State Capitols....17

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 6987, Syracuse, N.Y. 13217. Volume VI, Issue 39 extra.

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions,
Subscription Problems,
and Changes of Address
Write to:

Education Week
Post Office Box 6987
Syracuse, New York 13217

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Tom Mirga
Lynn Olson

STAFF WRITERS
Ellen Flax, Kirsten Goldberg
Julie Miller, Bill Montague
Blake Rodman, Robert Rothman
William Snider, Debra Viadero
Reagan Walker

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITOR
Gail Lewin

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTOR
Carol Maloney

PRODUCTION ASSISTANT
Marcia L. Santoyo

ASSOCIATE PUBLISHER
Carolyn Kaye

MARKETING MANAGER
Mari Hotchkiss

BUSINESS MANAGER
Lorna Green

EDITORIAL/RESEARCH ASSISTANT
Julia Weltman

ADMINISTRATIVE ASSISTANT
Laura Boyer

MARKETPLACE ADVERTISING
Molly McSherry
202/466-5190

DISPLAY ADVERTISING
Director
Leslie K. Hubbard
Assistant Director
Michael McKenna
1255 23rd Street, N.W., #775
Washington, D.C. 20037
202/466-5190

EAST COAST OFFICE
Lewis A. Edge Jr.
372 Wall Street
Princeton, N.J. 08540
609/683-7900
(Display Advertising Only)

MIDWEST
202/466-5190

WESTERN OFFICE
Arleigh Hupp
350 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
(Display Advertising Only)

PUBLISHING CONSULTANT
Lawrence A. Durscher Jr.

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Itleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES
IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 6987, Syracuse, New York 13217.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $10.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

ACROSS THE NATION

From June 24, 1987, to August 4, 1987

NATIONAL

New PTA Head Seeks Diverse Membership

A New Jersey woman who pledged to recruit more minority, single, and working parents has been elected president of the National Congress of Parents and Teachers.

The new P.T.A. president, Manya Ungar, also urged at the group's annual convention in July that more attention be paid to the needs of urban and rural families.

Delegates to the meeting passed a resolution calling on their national staff to provide more information to schools on the effectiveness of school-based health clinics. The resolution also urged that school boards establish advisory panels on clinics with school, health, parent, and community representatives.

The P.T.A. members also took a stand against polygraph tests for minors, urged that the organization participate in informing the public about the dangers of passive smoking, and called on their leaders to promote public-service announcements in the media about the problems of teen-age pregnancy.

$150,000 'Nobel Prize' For Education Is Created

A retired Kentucky industrialist has created a multi-million-dollar fund to provide $150,000 annual awards in education and political science that he hopes will equal Nobel Prizes in prestige.

H. Charles Grawemeyer has given his alma mater, the University of Louisville, approximately $13 million to establish the fund.

The first prizes—the Grawemeyer Award for Education and the Grawemeyer Award for World Improvement—will be awarded next spring. Mr. Grawemeyer previously had established a Grawemeyer Award for Music Composition.

Individuals or nonprofit organizations are eligible for the awards, which are designed to honor innovative ideas or achievements in the past five years.

Award winners must go to the university to accept the prize and deliver a lecture about the winning proposal. The prizes will be awarded in five annual installments of $30,000.

Project Designed To Aid 'At Risk' Youths . . .

A national foundation has launched a $50-million program to combat the problems of dropouts, youth unemployment, and teen-age pregnancy.

The Annie E. Casey Foundation, begun 40 years ago by a founder of United Parcel Service, in June announced its plans to select five communities to receive multi-million-dollar grants over the next five years. To start the process, the foundation awarded $20,000 "planning grants" to 10 mid-sized cities.

The five winning communities, which will be chosen early next year, must demonstrate that they have developed plans that will encourage private groups, schools, and government agencies to work together to serve disadvantaged young people.

"We felt we needed to put enough money on the table to challenge the conventional ways of doing business," said Sidney Gardner, director of the foundation's "New Futures" program.

The cities receiving planning grants were: Bridgeport, Conn.; Dayton, Ohio; Fresno, Calif.; Greenville, S.C.; Lawrence, Mass.; Little Rock, Ark.; Pittsburgh; Reading, Pa.; Rochester; and Savannah, Ga.

. . . And National Groups Declare 'At Risk' Focus

Representatives from business, philanthropy, education, and human services are trying to coordinate their efforts to help "at risk" youths.

"What we're after is a broad-based common understanding of the problem," said Frank Newman, president of the Education Commission of the States, one of 28 associations represented at a meeting organized by E.C.S., the Council of Chief State School Officers, and the National Alliance of Business in Washington last month.

Frank Newman

Mr. Newman said the groups hope to make the needs of at-risk youths an issue in the forthcoming Presidential campaigns. They are also focusing on steps that can be taken at the state and local levels, where interest in the problem is greatest.

Others represented at the "Youth 2000" meeting ranged from the International Business Machines Corporation to the American Red Cross.

Career and Marriage Students' Top Goals

The nation's student leaders hope to have successful careers and marriages by the time they are 40, but "making a lot of money" is their least important goal.

Those were among the findings of a survey of more than 1,300 high-school students who participated in the annual meeting of the National Association of Student Councils in Amherst, N.Y., in June.

A majority of the students picked career success and a successful first marriage as their most important goals; making a contribution to society and being a better parent than their parents were less important. Making a lot of money was ranked least important, the survey found.

Most of the students said schools should provide courses in the prevention of acquired immune deficiency syndrome, and they picked George Bush, a Republican, and Michael S. Dukakis, a Democrat, as their favorites to square off in the 1988 Presidential campaign. More than half said they would be eligible to vote in the 1988 election.

In Brief

NASHVILLE . . . The National Conference of Mayors has called for an expanded federal effort to fight the spread of AIDS, saying that the job of educating students about the dangers of the disease is a heavy burden on urban school systems.

At the conference's annual meeting here in June, the mayors endorsed the National Academy of Science's proposal that $1 billion a year be spent on research to find a cure for AIDS and that another $1 billion be spent on education and public-health measures. The federal government should provide most of the money, the mayors said.

□

NEW YORK . . . A new national clearinghouse at Columbia University will gather and disseminate information about programs for "at risk" children.

The National Resource Center for Children in Poverty, established with grants totaling $1.2 million from the Ford Foundation and the Carnegie Corporation of New York, will also develop model social-service programs.

□

SAN ANTONIO . . . A small flag carried by Sharon Christa McAuliffe aboard the space shuttle Challenger and recovered from its wreckage has been presented to the National School Public Relations Association by the National Aeronautics and Space Administration.

The association had created the flag and given it to Ms. McAuliffe, the New Hampshire teacher who was killed, along with six fellow crew members, when the shuttle exploded in January 1986.

□

BOSTON . . . Beginning this fall, college students here will tutor illiterate children and adults in a privately financed project that Senator Edward M. Kennedy has touted as the beginning of a national "literacy corps."

Participating colleges will receive $25,000 grants to cover the administrative and faculty costs of elective tutoring courses, the Massachusetts Democrat announced at a news conference. Two colleges had already enlisted, he said, and three more were expected to sign up soon.

Mr. Kennedy added to the omnibus trade bill recently approved by the Senate a proposal that would provide $25 million to establish a similar national program. *(See Education Week, June 10, 1987.)*

Continued from Page 3

participating districts under guidelines developed by each school board. While both Minneapolis and St. Paul have joined numerous rural districts in signing up for the program, it has received a cool reception among suburban districts within commuting distance of the cities.

☐

Richmond . . . The Virginia State Board of Education is expected to decide this month whether to mandate a uniform statewide passing grade.

In June, the board adopted a recommendation by S. John Davis, the superintendent of public instruction, that decisions about grading scales be left to local districts, but it deferred a decision on his recommendation against a statewide passing grade. Board members did approve the state chief's proposal for a standard transcript for high-school students across the state, which would use numerical, rather than letter, grades.

☐

Tallahassee, Fla. . . . A precipitous decline in the number of blacks graduating from college could heighten Florida's shortage of minority teachers, according to a state advisory panel.

In a 43-page report on minority teachers, the Education Standards Commission estimates that by the year 2000 more than half of the state's K-12 population will be members of minority groups.

But of the 2,985 students who graduated with education degrees in 1984-85, only 331 were black, according to the report. And that proportion is down from previous years.

☐

College Station, Tex. . . . A majority of Texas's public-school principals believe the state's "no pass, no play" rule encourages junior and senior high-school students to select less demanding courses, a survey by researchers at Texas A & M University indicates.

Other findings of the representative sampling:

- Slightly less than 90 percent of the principals supported instruction on acquired immune deficiency syndrome at all grade levels. But only 21 percent said their schools were actually offering such courses.
- About 62 percent said Texas's teacher-appraisal system provides adequate information to enable administrators to make decisions regarding teachers' progression in the state career-ladder program.

☐

Salt Lake City . . . The Utah Board of Education has named a management consultant here to head a task force on the future direction of the state's public schools. Robert Bennett, president of the Franklin Institute Inc., a firm that conducts time-management seminars, was named chairman of the newly formed Strategic Planning Commission. The group, which is charged with looking at both the effectiveness and the efficiency of the public schools, is scheduled to issue its first report this fall.

☐

Austin, Tex. . . . Alleging unfair labor practices, the professional staff of Texas's largest teachers' union has been on strike since early July. The 46 striking employees of the Texas State Teachers Association are protesting a three-year package of wage and health benefits offered by the union's management. Talks between the two sides are stalled, said Brad Ritter, a spokesman for the union.

☐

Tallahassee, Fla. . . . Lawmakers have reneged on a promise to spend all proceeds from the Florida lottery on school improvements, a statewide teachers' union has charged.

Florida Education Association-United, an affiliate of the American Federation of Teachers, claims that as much as $75 million out of an estimated $145 million in lottery revenues was used to supplant—not supplement—state spending for schools.

But an official in the education department described the union's estimates as "very very high," noting that it is almost impossible to determine what programs lawmakers would have funded had there been no lottery revenues.

☐

Philadelphia . . . Children in foster homes must be admitted to the school district in which their guardians live and may not be denied admission because their parents live elsewhere, a federal judge here has ruled.

U.S. District Judge J. William Ditter held unconstitutional an 80-year-old provision of the Pennsylvania School Code that permitted school districts to refuse admission to foster children.

☐

Atlanta . . . Georgia's state board of education is studying whether to adopt guidelines for character education.

The board's instructional-services committee is examining what values should be taught and whether the lessons should be a separate course or included in regular classroom instruction. In June, the full board heard a presentation by officials of the American Institute for Character Education, a nonprofit group that has sold a values curriculum to several school districts and states, including Tennessee.

☐

Hartford . . . Connecticut's department of education has reached an agreement with the Commonwealth of Puerto Rico to study ways to improve the education of the 35,000 Connecticut students of Puerto Rican origin.

Under the agreement, 22 educators from Connecticut and Puerto Rico will spend a week at each site to study the measurement of student progress, basic skills, second-language curriculum and instruction, school improvement, and staff development.

State officials say that some 5,000 Connecticut students return to the island each year, disrupting their schooling and making it difficult to track their educational progress.

☐

Trenton . . . Half the freshmen who entered college in New Jersey last year lacked basic skills in mathematics, and a third lacked basic verbal skills, a report presented to the state's board of higher education has found.

The results were based on tests given to 44,453 students, including all those who entered public colleges and others who enrolled at 12 of the state's 26 private colleges. Similar results have been reported over the past nine years.

DISTRICTS

Judge Orders Strikers To Teach Longer Hours

A New Jersey appellate court has ordered 175 public-school teachers and workers who illegally walked off their jobs in Lyndhurst last March to spend extra time teaching instead of going to jail.

The order came in July after Superior Judge Paul R. Huot had handed out three-day jail sentences to teachers and two-day sentences to other school employees—including secretaries, aides, and janitors—for conducting the six-day strike in defiance of his back-to-work order.

In appealing the jail sentences before the higher court, a lawyer for the Lyndhurst Education Association, an affiliate of the National Education Association, argued that the sentences were excessive and urged the two-judge panel to consider some other penalty, such as community service.

Judges Lawrence Bilder and Neil F. Deighan of the Appellate Division of the Superior Court said in their ruling that they had been "persuaded" by the argument. The judges ordered three hours of extra instruction for the teachers and two hours of extra work for the other employees for every hour they are found to have been in defiance of Judge Huot's order.

In Brief

Los Angeles . . . By a 6-to-1 vote, the Los Angeles school board has approved a resolution asking the city council to adopt campaign laws for school-board races similar to those that have governed races for city offices since 1985.

Under the proposal, campaign contributions would be limited to $500, a ceiling that the sponsors argue would help dilute the influence of the United Teachers of Los Angeles, which represents the district's teachers.

A spokesman for Ernani Bernardi, the city councilman who sponsored the 1985 campaign-reform measure, said the council would not act until the city attorney determined whether the council could approve the proposal, or whether voters would have to adopt it in a referendum.

☐

Philadelphia . . . Constance E. Clayton, superintendent of schools, is forming a student panel to advise her on school-bus safety issues in the wake of a June bus accident that injured 43 students and 3 adults, none critically.

The council will "provide insight, from the point of view of users, as to the level of transportation service and areas that need improvement," according to a district spokesman.

Investigators have determined that the bus, owned and operated by an independent contractor, had not been properly maintained and that its driver lacked proper credentials.

☐

Broward County, Fla. . . . Voters here have approved a $317-million bond issue that will pay for a number of new educational facilities, including 19 schools and 56 libraries.

Educators and district officials say the issue, one of the largest in Florida's history, is vital to coping with a projected increase in student population. According to a district spokesman, officials estimate that total enrollment will grow from 131,000 this year to 155,000 in 1993.

Broward County, which encompasses the nation's ninth-largest school district, includes Fort Lauderdale and other fast-growing communities north of Miami.

Volume of Educational Cases And Litigation Rates In State Appellate and Federal Courts

10-Year Interval	Estimated Volume Of Educational Cases: State Appellate	Federal	Total	Average Annual Rate Of Educational Litigation Per Million Population: State Appellate	Federal	Total
Before 1836	112	0	112	.83	.00	.83
1837-46	187	0	187	1.03	.00	1.03
1847-56	263	1	264	1.07	.01	1.07
1857-66	365	2	367	1.13	.01	1.14
1867-76	518	3	521	1.25	.01	1.26
1877-86	787	12	799	1.51	.02	1.53
1887-96	1,020	16	1,036	1.58	.02	1.61
1897-1906	2,481	15	2,496	3.18	.02	3.20
1907-16	1,883	22	1,905	2.01	.02	2.03
1917-26	3,299	44	3,343	3.01	.04	3.05
1927-36	4,822	67	4,889	3.93	.05	3.98
1937-46	4,743	89	4,832	3.53	.07	3.90
1947-56	4,526	112	4,636	2.89	.07	2.96
1957-66	4,601	729	5,330	2.50	.40	2.89
1967-76	7,017	3,486	10,503	3.37	1.94	5.04
1977-81	8,886	2,605	11,491	3.85	1.13	4.98

SOURCE: Law and the Shaping of Public Education: 1785-1954, University of Wisconsin Press.

Since 1957, the number of educational cases litigated in state appellate and federal courts has doubled, a new study reports. The study was conducted by David Tyack of Stanford University, Thomas James of Wesleyan University, and Aaron Benavot of the University of Georgia.

☐

Hagerstown, Md. . . . The Washington County school board has made five acres of land available for the development of Children's Village, an $800,000 miniature city where students will learn safety rules.

Elementary-school children from across the county will visit the scaled-down city for two days during the year to learn pedestrian, bicycle, motorist, and other safety procedures.

The project, which is being underwritten by businesses, is modeled after a program in Huntington, Pa., where law-enforcement officials estimate pedestrian accidents involving children have decreased 95 percent since the mini-city was built.

☐

Fairfax County, Va. . . . The Fairfax County school board, which operates the nation's largest school-bus fleet, is preparing to drop its requirement that its buses have seat belts.

The move follows the March release of a National Transportation Safety Board study saying that lap belts do not improve safety and may, in some cases, detract from it. Although the district does not plan to remove the belts from buses that already have them, officials said, new buses will be ordered without them.

☐

Baltimore . . . The parents of students in one inner-city middle school here will receive assistance to help keep their children in school under a three-year dropout-prevention program being piloted by the Columbia, Md.-based National Committee for Citizens in Education.

Under the program, supported by a $435,000 grant from the Prudential Foundation, the citizens' group will provide programs to encourage parents of students at Harlem Park Middle School to become more involved in their children's schooling.

To foster that involvement, the group will set up a neighborhood center, develop and distribute informational materials, and enlist parents to encourage others to participate.

☐

Bloomfield Hills, Mich. . . . The school board here has unanimously approved a proposal that will require all high-school students, beginning with the class of 1991, to perform a minimum of 40 hours of community service before graduating.

The students in the affluent suburb of Detroit may choose between completing the volunteer work on their own or taking a half-credit course. In both cases, however, they will be required to document their activities and write a self-evaluation.

☐

New York . . . Schools Chancellor Nathan Quinones has "set aside" the appointments of three principals who were hired last year by the Community District 6 school board, which was itself dismissed by the chancellor earlier this year. *(See Education Week, April 1, 1987.)*

"The selection process appeared to be tainted," a spokesman for the chancellor said, by an agreement among board members to select the principals on the basis of political, rather than educational, considerations. Mr. Quinones plans to replace the officials from the pool of original finalists for the jobs.

Ted Elsberg, president of the Council of Supervisors and Administrators, which represents the district's supervisory employees, said his group planned to file suit to block Mr. Quinones's action.

☐

Oakland, Calif. . . . Huey Newton, the former Black Panther leader, has been accused of embezzlement and misappropriation of state education funds in connection with a school the organization once operated here.

Mr. Newton has been charged on 11 counts, and Mark Alexander, former chairman of the school's board of directors, on 6 counts, of misappropriation and embezzlement of funds that were to be used for the school. The counts involve about $60,000, officials said. If convicted, Mr. Newton could face up to 10 years in prison.

In March, Mr. Newton began serving a two-year prison term on gun-possession charges.

Chicago Officials Ignoring Public's Budget Advice, Group Says

By William Montague

Chicago school officials are ignoring state requirements designed to increase community involvement in funding decisions, a public watchdog group has charged.

The group claims that school authorities have failed to comply with provisions of a state education-reform law requiring the Chicago Board of Education to respond to budget complaints raised by parents in annual public meetings at each of the city's 537 schools.

According to the Chicago Panel on Public School Policy and Finance, the city school board this year has ignored requests from parents at 41 schools for major budget changes.

"The board did not change any budgets, and for the second year . . . completely disregarded both the spirit and the letter of the law," the group charged in a report released last month.

The panel's assistant director, Diana Lauber, also accused school officials of circumventing a provision of the law that requires each school principal to clear his or her discretionary spending decisions with a committee of local parents.

Ms. Lauber's organization, an alliance of 18 local public-interest groups, was established in 1982 to monitor the school board's recovery from a serious fiscal crisis in the 1970's.

When asked to respond to the panel's report, city school officials said they had tried to address parental concerns, despite financial problems that continue to plague the district, the nation's third-largest.

Under a major reform law passed by the Illinois legislature in 1985, the city board must hold a series of public hearings at each school before drafting its proposed budget. The law stipulates that the board must "modify the budget as near as possible to meet . . . objections."

The law is designed, Ms. Lauber said, to ensure accountability and responsiveness from the board, which does not answer directly to the voters. Board members are appointed by the mayor.

But so far, she claimed, the results of the law have been disappointing. Most board members and district administrators, as well as the city's superintendent of schools, Manford Byrd Jr., have failed to support the goals of the law, Ms. Lauber maintained.

"The board clearly has an attitude of 'we know best,'" she said. "And that attitude moves from the top down."

City school officials, on the other hand, say they have tried to comply with the terms of the law. But, according to one top administrator, many parents have unrealistic expectations of what the board can do.

"It is rarely the case, if ever, where parents say, 'Cut back on that item and use the money for this item,'" said Maxey Bacchus, the district's director of planning. "It's almost inevitably a request for more money here and there and everywhere else, too."

This year, Mr. Bacchus said, the board has attempted to satisfy some of the more frequent demands heard at the annual meetings. The budget for textbooks and school supplies has been increased by 65 percent, he said, and another $7 million has been set aside for building repairs.

But the district, which already faces a projected $60-million shortfall, has only limited authority to meet such demands, Mr. Bacchus said. This year, he pointed out, the legislature refused the board's request to increase a city tax specifically earmarked for textbooks.

While the panel's report strongly criticizes the board's failure to adjust the budgets of individual schools, Mr. Bacchus argued that such a policy would fuel a fierce competition for funding.

"If certain schools are selected for increases, more and more parents will turn down their budgets in the expectation that they will get more money," he said. "The board believes that any funding increases should be across the board."

Ms. Lauber acknowledged that the board's resources are limited, but criticized school officials for refusing to deal with parental concerns on a school-by-school basis.

"They don't understand, or they don't want to admit, that there is room within existing budget resources for parents to make decisions," she said.

Mr. Baccus also defended the board against the panel's charges that it had adopted an overly narrow definition of the discretionary funds available to school principals.

The panel wants the local parents' councils to have review authority over the use of staff members funded by the federal Chapter 1 program. Mr. Baccus, however, said the city's schools already have advisory committees to examine the use of Chapter 1 funds.

For now, Ms. Lauber said, the panel intends to continue its efforts to educate community members about their rights under the law. But many parents, she contended, have become apathetic because of the board's lack of reponsiveness, a charge Mr. Bacchus denied.

Ms. Lauber said her organization might renew its efforts to promote decentralization of the district, which would strip the board of much of its budget-making authority. But such a proposal failed to gain passage in the legislature this year, facing strong opposition from the board and groups representing district employees.

"We are certainly sympathetic to the community's desire to be involved," said Charles Burdeen, a spokesman for the Chicago Teachers Union. "But the solution isn't to subdivide or redivide the district. It's a matter of enforcing the law, or clarifying it to the point where the bureaucracy is forced to acknowledge that the community has a voice and they have to listen to it."

School Segregation Varies By Region, Study Finds

By William Snider

Although nationwide trends in black and Hispanic school segregation remained relatively unchanged during the first half of the 1980's, there were significant variations among states and metropolitan areas, according to a new report by the University of Chicago's National School Desegregation Project.

The data further illuminate the findings of a report released last fall by the project, whose director, Gary Orfield, led both studies.

Both conclude that while the proportion of blacks attending racially isolated schools throughout the nation remained constant during the period from 1980 to 1984, the proportion of Hispanics attending such schools has risen dramatically and has passed that of blacks in many areas. *(See Education Week, Nov. 26, 1986.)*

'Enormous Variation'

But the data on segregation levels among individual states and metropolitan areas, which were obtained from the U.S. Education Department's office for civil rights, show "enormous variation in levels of segregation and in recent changes," the new report notes. *(See chart on this page.)*

The researchers found the highest levels of black student segregation in "two of the old hotbeds of abolitionism, Illinois and Michigan, and in a pioneer of modern civil-rights law, New York."

At the opposite extreme, the researchers said, "the states with the highest levels of integration are primarily states which once practiced absolute segregation under state laws requiring strict racial separation." Delaware and Kentucky topped the list of the most integrated states among those with significant black populations.

Comprehensive Plans

Mr. Orfield and his colleagues, Franklin Monfort and Rosemary George, concluded that the most integrated states typically were those that had the most comprehensive mandatory busing plans, involving both their largest urban areas and surrounding suburbs.

While segregation levels for black students in most states remained relatively stable during the first half of the decade, the report said, "those areas which made further progress since 1980 tended to have either new desegregation orders or plans worked out under requirements of state governments."

The researchers also noted that states that have the highest measures of segregation for black students are found mostly in the Midwest and Northeast. These states, they said, typically lack comprehensive metropolitan-wide desegregation plans.

The existence of many small, predominantly white, suburban districts in the Midwest and Northeast, the authors said, also hinders efforts to measure metropolitan desegregation in those areas, because the federal government does not collect racial data from many of the smaller districts.

In contrast to the stable levels of segregation of black students, the researchers found that Hispanic student segregation has risen steadily in all states, except Massachusetts, with at least 5 percent Hispanic enrollment.

"The trends are so uniform in so many different settings," the researchers wrote, "that it is clear that there is a very strong tendency in American society today for an increasing isolation of Hispanic children and there have been no policies that have been able to reverse that tendency."

The pervasiveness of these trends, they said, "reinforces the basic conclusion that desegregation will not occur by accident and that explicit, and often sweeping, plans are necessary to make significant progress," the authors stated.

Copies of the new study, as well as one released earlier this summer on race, poverty, and educational opportunity in metropolitan Chicago high schools, may be obtained by sending $3 for each copy to Bill Harms, University of Chicago, Office of News and Information, 5801 South Ellis Ave., Chicago, Ill. 60637.

Black and Hispanic School Enrollment, 1984

Rank	Black Percentage of Total Enrollment	Percentage of Black Students in 90-100% Minority Schools	Hispanic Percentage of Total Enrollment	Percentage of Hispanic Students in 90-100% Minority Schools
1	Washington, D.C. (92.5)	Washington, D.C. (96.2)	New Mexico (43.4)	Washington, D.C. (65.3)
2	Mississippi (50.4)	Illinois (69.0)	California (29.2)	New York (59.1)
3	Louisiana (42.5)	New York (56.7)	Texas (27.8)	Illinois (41.2)
4	South Carolina (40.6)	Michigan (56.3)	Arizona (21.5)	Texas (40.0)
5	Maryland (37.2)	New Jersey (48.8)	Colorado (15.7)	New Jersey (37.1)
6	Georgia (35.8)	Missouri (44.6)	New York (13.6)	Connecticut (29.4)
7	Alabama (34.5)	Pennsylvania (41.6)	New Jersey (8.8)	Pennsylvania (29.4)
8	North Carolina (30.0)	Mississippi (38.7)	Florida (8.1)	California (26.8)
9	Delaware (25.8)	Maryland (38.3)	Illinois (8.0)	Florida (25.6)
10	Arkansas (25.3)	Tennessee (36.2)	Connecticut (6.8)	Mississippi (25.2)
11	Illinois (24.8)	California (35.4)	Nevada (6.6)	Arizona (18.0)
12	Virginia (23.6)	Alabama (34.8)	Wyoming (6.4)	New Mexico (17.5)
13	Florida (23.1)	Connecticut (33.0)	Massachusetts (5.0)	Indiana (16.8)
14	Tennessee (20.9)	Georgia (31.7)	Washington (4.3)	Hawaii (12.2)
15	New Jersey (18.6)	Texas (31.4)	Idaho (3.9)	Louisiana (7.8)
16	New York (18.7)	Louisiana (30.4)	Rhode Island (3.8)	Rhode Island (5.0)
17	Michigan (16.7)	Indiana (24.8)	Oregon (3.5)	Georgia (4.1)
18	Missouri (16.2)	Arizona (23.6)	Utah (3.3)	South Carolina (3.5)
19	Ohio (14.4)	Wisconsin (19.5)	Kansas (2.9)	Michigan (3.4)
20	Texas (13.9)	Florida (19.4)	Washington, D.C. (2.9)	Maryland (2.5)
21	Pennsylvania (12.6)	South Carolina (15.7)	Delaware (2.1)	Wisconsin (2.3)
22	Indiana (10.7)	Ohio (13.2)	Hawaii (2.1)	Massachusetts (2.1)
23	Kentucky (10.6)	Arkansas (11.3)	Nebraska (2.0)	Arkansas (1.5)
24	Connecticut (10.3)	Virginia (8.4)	Oklahoma (2.1)	Montana (1.4)
25	California (10.1)	Oklahoma (7.3)	Michigan (1.9)	Missouri (1.2)
26	Nevada (9.9)	Hawaii (7.3)	Indiana (1.7)	Tennessee (1.1)
27	Oklahoma (9.9)	North Carolina (6.3)	Wisconsin (1.7)	North Carolina (1.0)
28	Wisconsin (7.7)	New Mexico (5.2)	Pennsylvania (1.6)	Alabama (.8)
29	Kansas (6.8)	Kansas (5.3)	Maryland (1.5)	Alaska (.4)
30	Massachusetts (6.3)	Nevada (3.0)	Alaska (1.4)	Ohio (.4)
31	Rhode Island (5.6)	Massachusetts (1.7)	Ohio (1.1)	Utah (.4)
32	Colorado (5.1)	North Dakota (1.4)	Virginia (1.1)	North Dakota (.3)
33		Rhode Island (1.3)	Iowa (1.0)	Nevada (.2)
34			Montana (1.0)	Colorado (.1)
35			Minnesota (.9)	Idaho (.1)
36			Louisiana (.8)	Kansas (.1)
37			Missouri (.8)	Minnesota (.1)
38			Georgia (.4)	Oklahoma (.1)
39			Arkansas (.3)	Virginia (.1)
40			North Carolina (.3)	
41			South Carolina (.2)	
42			Tennessee (.1)	

SOURCE: National School Desegregation Project, University of Chicago

In 1984, 30 years after the U.S. Supreme Court declared "separate but equal" schools unconstitutional, large proportions of minority students in many states remained in racially isolated schools. States that once mandated segregated education and still have high proportions of black students have made the most progress toward integration, according to the National School Desegregation Project.

11/2/87 R4800-2

This Week's Forum: Page 46

EDUCATION WEEK

American Education's Newspaper of Record

Volume VII, Number 1 · September 9, 1987

© 1987 Editorial Projects in Education / $2.00

Two Unions Gain Sharp Pay Hikes, Role in Decisions

Top Salary of $70,000 Agreed to in Rochester

By Blake Rodman

Teachers in two of New York State's largest cities—Rochester and New York City—have negotiated new three-year contracts that provide dramatic pay raises and greater involvement in school decisionmaking.

Under the Rochester agreement, which overhauls the entire salary schedule for teachers through the establishment of a career ladder, pay for beginning teachers will jump by 52 percent—from $18,983 last year to $28,935 in 1989-90. The average experienced teacher's salary will rise by 40 percent, from $32,651 last year to $45,774.

By the third year of the contract, "lead teachers"—a new category created by the agreement—could earn close to $70,000. The pay increases carry a price tag of roughly $30 million.

"You won't find any district of this size nationwide that has done better than this," said Jewell Gould, director of research for the American Federation of Teachers.

Said Adam Urbanski, president of the Rochester Teachers Association, an affili-

Continued on Page 25

AP/Wide World Photos

Democratic leaders discussing campaign issues at recent meeting. From left, Representative Dick Gephardt, Gov. Michael S. Dukakis, Paul G. Kirk of the Democratic National Committee, Gov. James Blanchard, Senator Albert Gore Jr., Jesse L. Jackson, Bruce Babbitt, Representative Patricia Schroeder, Senators Joseph R. Biden Jr. and Paul Simon.

Education in the Campaigns: A New Stature

By Lynn Olson and Blake Rodman

Nine Presidential candidates will gather in North Carolina this week for an unprecedented event in American politics: a major national debate focused solely on education.

The large number of contenders expected to participate in the televised forum—including all seven Democrats and two Republicans—signals new political stature for education in the race for the White House.

So much so, that although the candidates are just beginning to frame their agendas, some observers are already predicting that questions about schooling will capture more attention in 1988 than in any Presidential race in recent history.

However the issues play out, the sensitive preprimary atmosphere has prompted many of the contenders to begin scouring the country for ideas and advice about education—turning to everyone from prominent experts to local teachers.

But far from being a systematic process, the search for people who can help develop and refine candidates' education proposals is often ad hoc and highly individualistic—with almost as many approaches as there are candidates.

Continued on Page 36

Study Disputes Link Between Reforms, Rise in Test Scores

By Deborah L. Gold

WASHINGTON—The recent rise in the scores of students on standardized tests is not attributable to this decade's wave of school reforms, a new study paid for by the Congress argues.

The upswing in standardized-test scores not only predates education reforms of the 1980's, but "might well have continued in their absence," states the report, prepared for the Senate Education, Arts and Humanities Subcommittee by the Congressional Budget Office.

The report disputes common assumptions about why scores fell in the 1960's and began rising in the mid-1970's—such as that students watched too much television, or that high-school graduation standards declined.

And it contends that, in any event, test-score trends are an inadequate yardstick for measuring reform, which it says hinges on a far more complex range of factors than the tests measure.

A more complete portrait of achievement trends could be painted, it suggests, by juxtaposing a wide array of data weighing academic, demographic, and societal factors.

Daniel M. Koretz, the C.B.O.'s analyst for elementary and secondary education, wrote the 104-page analysis, the second of two studies on testing by the budget office.

Continued on Page 35

Unpainted, Uncooled, Unendowed: Pope Will See One 'Typical' School

By Kirsten Goldberg

Pope John Paul II to meet with Catholic educators, Story on Page 38

Pope John Paul II will be dropping in on only one school during his tour of the United States.

It will not be a freshly painted showcase for Roman Catholic education.

The Immaculate Conception School in Los Angeles, which will receive the Pope Wednesday, Sept. 16, has no modern science lab, no air conditioning, no endowment fund, and no nuns.

"We are a typical inner-city Catholic school," says the principal, Mary Ann Murphy. There are no plans, she says, to apply new paint or make any of the estimated $200,000 in repairs the building needs to impress the Pontiff.

Built 50 years ago to teach the children of working-class white immigrants, the

Continued on Page 38

Students' Knowledge of History, Literature 'Shameful,' National Assessment Indicates

By Robert Rothman

Related story on Page 13; book excerpts on Page 56

American 17-year-olds display a "shameful" lack of knowledge about history and literature, according to a new book that analyzes the first national assessment of those subjects.

What Do Our 17-Year-Olds Know?, to be published this week by Harper and Row Publishers Inc., was written by Diane Ravitch, adjunct professor of history and education at Columbia University's Teachers' College, and Chester E. Finn Jr., assistant secretary of education for educational research and improvement.

If the assessment were graded like a test, the authors write, most students would have failed. On average, students correctly answered 54.5 percent of the history questions and 51.8 percent of the literature questions.

While some students performed well on the assessment, most did not, and many students were unable to answer such basic questions as when Columbus sailed to the New World or who wrote *Crime and Punishment*, the authors state.

"We do not assert that our 17-year-olds

Continued on Page 41

Reforms 'Doomed,' Says Panel, Without Early Family Aid

By Lynn Olson

Concerned that the nation is "creating a permanent underclass of young people," a panel of business and education leaders this week called for early, sustained intervention in the lives of disadvantaged children and their families.

Reform strategies for poor and minority youths that focus on the schools alone—without attempting to change the home environment—are "doomed" to fail, the officials contend in a report called "Children in Need: Investment Strategies for the Educationally Disadvantaged."

The document was produced by the research and policy committee of the Committee for Economic Development, a nonprofit organization whose 225 trustees represent many of the nation's leading corporations and institutions of higher education.

Its report advocates prenatal and postnatal care for pregnant teens and other "high-risk" mothers; preschool for all disadvantaged 3- and 4-year-olds; parent education for both mothers and fathers; and greater community and parental involvement in the schools.

The report is particularly critical of large urban school systems whose "archaic school structure and unresponsive bureaucracy" often compound children's problems.

Continued on Page 43

IN SUMMARY

A Vote for Immersion
The Los Angeles teachers' union has voted for a greater emphasis on immersion in the district's bilingual-education program. **Page 6.**

The 'Blob' Strikes Back
Citing new statistics, school administrators rebut Secretary Bennett's charge of rampant bureaucratic growth. **Page 7.**

Searching for a Visionary
New York City is seeking a new schools chancellor with the skills and toughness to address its many formidable problems. **Page 9.**

A Setback for Fundamentalists
Appellate courts overturn two textbook decisions that had been hailed as victories for fundamentalist Christians. **Page 10.**

Mission for N.S.F.
A study says the National Science Foundation needs money and planning to lead precollegiate-science reform. **Page 12.**

Children on Their Own
Teachers, in a new survey, cite lack of supervision after school as the main cause of pupils' academic problems. **Page 17.**

Clinics Under Fire
The number of school health clinics continues to grow despite persistent controversy over family-planning services. **Page 27.**

A Budget Shift
After years of seeking reductions in the federal education budget, Secretary Bennett plans to ask for level funding in 1989. **Page 31.**

Controversial Consolidation
Despite objections, the Education Department plans to replace 40 desegregation-assistance centers with 10 "super centers." **Page 33.**

Appointments	47
Commentary	44 and 56
Computers	26
Deadlines	47
Events	47
Honors	47
Letters	45
Marketplace	48
Special Education	22
State Capitals	27
Teachers	19

FORUM
Suggestions from the National Association of Professional Educators
Statement on Page 46

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 6967, Syracuse, N.Y. 13217. Volume VII, Issue 1.

ACROSS THE NATION

NATIONAL

Principals' Council Recommends Student-Centered Middle Schools

Middle-school education should be more student-centered and less academically focused, a national panel of educators has concluded.

In a 10-point plan to reorient the curriculum, the Council on Middle Level Education of the National Association of Secondary School Principals stresses that early adolescence is a time when many young people have limited attention spans and need to explore their developing personalities and their environment in "active" ways.

The reform movement's curriculum mandates may be appropriate for high schools, but they "are not the recipe for excellence in middle-level education," the panel warned. "In fact, they can destroy an adolescent's future."

New Foundation Awards Grants To Aid Teachers, Prevent Dropouts

The BellSouth Foundation has awarded a total of $1.63 million in its first round of grants aimed at improving elementary, secondary, and higher education in the Southeast.

The BellSouth Corporation, a holding company whose subsidiaries provide local telephone service in nine Southeastern states, established the education-oriented foundation last year.

The foundation has identified two initial priorities at the elementary and secondary levels: increasing the number and quality of teachers in the workforce, and motivating students to stay in school, particularly in the middle-school grades.

The foundation's first grants went to the Southeastern Council of the Holmes Group, the Southern Education Foundation, Tulane University, the University of Florida, the University of North Carolina's Center for Early Adolescence, and the University of South Carolina.

American Academy of Pediatrics Calls for More Physical Education

Concerned that almost half of all U.S. children are not getting enough exercise to develop healthy hearts and lungs, the American Academy of Pediatrics is calling for more physical education in the schools.

In a policy statement released this month, the A.A.P. notes that the growing emphasis on academics has forced some school districts to trim their physical-education programs. At the same time, children are leading increasingly sedentary lives, averaging 25 hours of television viewing each week.

To help children develop healthier habits, the group urges parents and physicians to press for better fitness programs in the schools. Children should also be encouraged to take up lifetime sports, such as swimming and tennis, the statement says.

■ **The National Federation** of State High School Associations has established a hot line for students, educators, and parents who have questions about drug- and alcohol-abuse prevention programs.

The toll-free number, which was scheduled to go into service Sept. 1, is (800) 366-6667.

■ **A new computerized clearinghouse** established by the federal Centers for Disease Control will gather and disseminate information on curricula, programs, school policies, and resource materials for teaching students about acquired immune deficiency syndrome.

The AIDS School Education Subfile is part of the C.D.C.'s Combined Health Information Database, a computer catalogue of health-education programs developed through the agency. Users can gain access to the system, for a fee, by writing BRS Information Technologies, 1200 Route 7, Latham, N.Y. 12110, or by calling (800) 345-4277.

■ **The International Reading Association** has called on the federal government to establish a national policy for combating adult illiteracy. Terming the current federal appropriation of $130 million for adult literacy programs inadequate, the group said in a statement that such a policy should involve greater cooperation between the 79 federally funded programs that have a literacy component, more training for potential reading teachers and volunteers, and more research on how adults learn to read.

'Teach In' To Highlight Celebration of Constitution

As the 200th anniversary of the signing of the U.S. Constitution approaches, education groups are putting the final touches on plans to help students in virtually every school in the country learn about the document.

This summer, 13 organizations—including the National Education Association, the American Federation of Teachers, the National Association of Secondary School Principals, the National Association of Elementary School Principals, the National Council for the Social Studies, and the National PTA—distributed lesson plans to 110,000 schools for a daylong "teach in" on the Constitution scheduled to take place Sept. 16, the day before the anniversary.

The lesson plans include suggested activities for entire schools, as well as for individual history and social-studies classes. In one activity, for example, students can participate in a version of the television program "Nightline," in which they play the parts of delegates to the Constitutional Convention.

The day's events will also feature a nationally broadcast ceremony from the steps of the U.S. Capitol, during which President Reagan will lead the nation in reciting the pledge of allegiance to the flag.

Some of the organizations involved in the Sept. 16 "celebration of citizenship" are also distributing additional materials on the document to their members.

The N.E.A. and the social-studies council, for example, have jointly developed kits of materials, called "About Our Constitution," for students in grades K-6. The kits include materials about concepts in the Constitution as well as historical aspects of the period.

In addition, the A.F.T. has produced kits, called "Constitution in the Classroom," which include facsimiles of the Constitution, sign-on sheets on which students may put their names to show they support the charter, and games and classroom strategies. The materials are aimed at stimulating discussions about the document that will continue beyond the national celebration, according to Paula O'Connor, director of special projects for the A.F.T.

"We don't want to see that on the 16th, this thing is over," she said.

—R.R.

Commission On The Bicentennial Of The U.S. Constitution

Former Chief Justice Warren E. Burger, the chairman of the Commission on the Bicentennial of the U.S. Constitution, stresses that the celebration is a "civics lesson for all of us."

UPDATE

■ The U.S. Labor Department, citing teenage drivers' poor safety records, **has rejected an appeal by six states for permission to continue using student school-bus drivers.**

The department ordered the states—Iowa, Mississippi, Nebraska, North Carolina, South Carolina, and Wyoming—to have all-adult driving forces by Jan. 1, 1988.

Although federal child-labor laws prohibit minors from performing such jobs, the department has traditionally issued yearly waivers to states wishing to hire 16- and 17-year-old drivers. *(See Education Week, Feb. 6, 1985.)*

State officials argued that it would be difficult to replace the younger drivers. In South Carolina, where approximately half of all school-bus drivers are minors, "people are really going to have to scramble" to find new drivers, said Robert Harper, a spokesman for the state education department.

■ Developers in California have filed more than 20 lawsuits **challenging efforts by school districts to impose construction fees** under a new state law. *(See Education Week, Jan. 28, 1987.)*

According to the California School Boards Association, the plaintiffs have raised a number of objections to the fees, which are intended to help finance school construction and renovation. Several suits argue that the fees constitute an illegal tax, some question districts' interpretations of what constitutes a "habitable space" subject to the charges, and others dispute the use of such fees to pay for deferred maintenance.

Several amendments to the law that would make it more difficult for districts to collect the fees are pending in the legislature, an association official said.

■ The Boston City Council, in its second vote on the issue, has approved and sent to the legislature a **plan intended to improve the management of the city's school system** by giving the superintendent of schools greater authority over personnel and contracts. *(See Education Week, Aug. 5, 1987.)*

In adopting the plan last month, the council dropped a previously approved provision, opposed by the mayor and school-committee leaders, that would have required the mayor to establish a commission to oversee school reforms. In addition, the council amended the plan to allow teachers to appeal dismissals to the school committee, rather than to the superintendent. That amendment addressed objections that had been raised by the Boston Teachers Union.

■ Officials of 19 school districts in Oregon have voted thus far to take advantage of a **financial "safety net" approved in a statewide election** in May. *(See Education Week, May 27, 1987.)*

The provision is intended to end a string of premature district closings prompted by defeats of local tax proposals. It allows districts to assess taxes equal to the amount of revenue collected in the previous year.

An additional 28 districts will ask voters to approve levies on Sept. 15. Districts whose proposals fail will have until Sept. 28 to elect to use the safety net, according to Walter C. Koscher, coordinator for the school-finance section in the state department of education.

■ The West Virginia Board of Education has urged the state supreme court to overturn a lower-court ruling that sets **a deadline for major changes in the state's school-finance system.** *(See Education Week, Aug. 5, 1987.)*

Circuit Judge Larry Cook earlier this summer threatened to impound state funds and redistribute them to poorer school districts unless voters pass a proposed constitutional amendment next March that would create a statewide property tax to finance schools more equitably. Although the state board supports the amendment, it is concerned about the threat of court intervention, according to a spokesman.

In a related dispute, the West Virginia Education Association has asked the high court to strike down cuts in education funding approved by the legislature this year and to order the legislature to adopt major improvements in education called for by state Judge Arthur Recht five years ago.

Average College Costs for 1987-88

	Public Colleges		Private Colleges	
	Resident	Commuter	Resident	Commuter
4-Year Colleges				
Tuition and fees	$1,359	$1,359	$7,110	$7,110
Additional out-of-state tuition	2,367	2,367	NA	NA
Books and supplies	386	386	392	392
Room and board*	2,745	1,228	3,383	1,249
Transportation	380	664	376	632
Other	919	917	721	790
Total	$8,156	$6,921	$11,982	$10,173
2-Year Colleges				
Tuition and fees	$667	$687	$4,058	$4,058
Additional out-of-state tuition	1,811	1,811	NA	NA
Books and supplies	373	373	359	359
Room and board*	—	1,244	2,887	1,037
Transportation	—	742	322	609
Other	—	843	579	674
Total	—	$5,700	$8,305	$6,737

* Room not included for commuter students
— Insufficient data

SOURCE: College Board Annual Survey of Colleges, 1987-88

■ Mary Amaya, a Rialto, Calif., woman who objected when her son was **denied standardized intelligence testing under a court ban on such assessments for black students** in the state, has drawn support from a black member of the U.S. Commission on Civil Rights.

William B. Allen, a Reagan appointee, persuaded the panel to speed up a proposed study on the validity and use of standardized tests and has urged California officials to seek ways to permit the tests for blacks in some cases. Ms. Amaya argues that such tests would help diagnose her son Demond Crawford's school problems.

The ban stems from a federal district court's 1979 ruling, in *Larry P.* v. *Wilson Riles*, that the tests are culturally biased. The U.S. Court of Appeals for the Ninth Circuit upheld that decision for a second time last year. *(See Education Week, Nov. 12, 1986).*

■ With the next teacher-astronaut not scheduled to go into space for many years, **the National Aeronautics and Space Administration has decided not to renew the employment contracts** of five of the seven Teacher-in-Space finalists working for the agency.

The finalists remained on the NASA payroll after Sharon Christa McAuliffe, the first teacher selected to travel into space, and her six fellow crew members were killed aboard the space shuttle Challenger in January 1986. The teachers conducted workshops and made public-relations appearances for the agency. *(See Education Week, Jan. 28, 1987.)*

Barbara Morgan, the Idaho teacher who was the runner-up to Ms. McAuliffe in the competition, will remain under contract for at least the coming school year, according to Robert W. Brown, head of the agency's educational-affairs office. He said NASA will also continue to pay the salary of Richard Methia, a finalist who will work full time this year for the Challenger Center for Space Science Education, a nonprofit group started by the families of the Challenger crew.

PEOPLE

■ **Floretta Dukes McKenzie,** superintendent of the District of Columbia Public Schools, says she intends to resign at the end of the first semester of this school year.

Ms. McKenzie, who demanded that her current contract include a provision allowing her to leave on 90 days' notice, says she plans to form an educational consulting firm. Hogan and Hartson, a Washington law firm that represents numerous education clients and has been a key player in several major desegregation lawsuits, will be a limited partner in her new venture.

Floretta Dukes McKenzie

Marva Collins

■ **Marva Collins**, who has operated the private Westside Preparatory School in Chicago for more than 10 years, is planning to open a second school in Compton, Calif. Ms. Collins's school has been recognized nationally for its efforts with inner-city youths.

Working with a local fund-raising committee, Ms. Collins hopes to open the Compton school in September 1988. Anne Skellenger, the committee's director, said it has raised $300,000 of the $800,000 needed to build the school. Of Compton's 100,000 residents, 75 percent are black, Ms. Skellenger said.

■ Promoting values that date from biblical times, **100 ultra-orthodox rabbinical students** traveled in two-member teams this summer to more than 30 states, seeking to persuade mayors and school officials to put morality back into the classroom.

The lobbyists, all students at Chabad-Lubavitch Rabbinical College in Brooklyn, N.Y., showed the politicians and educators a videotape aimed at teen-agers that presents ethical dilemmas and their solutions.

Rabbi Menachem Sharfstein, who traveled through Texas and was one of the program's coordinators, said the venture was sponsored by a nationwide network of centers run by Lubavitchers, members of an international Hasidic movement. He said center directors had developed the program after the Lubavitch leader, Rabbi Menachem Schneerson, called on followers to promote ethics education.

■ The National Endowment for the Humanities has selected **Robert Nisbet**, the historian and sociologist, to be the Jefferson Lecturer in the Humanities for 1988.

Mr. Nisbet, the Albert Schweitzer Professor Emeritus at Columbia University, will deliver two lectures next spring on "progress and community," themes he has addressed extensively in his writings.

Mr. Nisbet is the 17th scholar to be chosen as a Jefferson Lecturer, the highest honor conferred by the federal government for outstanding achievement in the humanities. The award carries a $10,000 stipend.

■ In an effort to instill "cultural literacy" in school curricula, **E.D. Hirsch Jr.**, author of *Cultural Literacy: What Every American Needs to Know*, has set up a foundation to create standardized tests to measure students' general knowledge.

Underwritten by a $50,000 grant from the Exxon Educational Foundation, Mr. Hirsch's foundation will initially publish a one-hour test for 12th graders. With additional income—from Mr. Hirsch's lecture fees as well as from sales of his initial test—the foundation will also produce tests for 3rd, 6th, and 9th graders.

"These tests, I think, are going to be popular," said Mr. Hirsch, William R. Kenan Professor of English at the University of Virginia.

"They will generate income. We think the income should go not to private hands, but back to education."

RESEARCH AND REPORTS

G.E.D. Holders Outpace Dropouts In Earnings, Employment Rates

Recipients of General Educational Development certificates fare better in earnings and rates of employment than high-school dropouts, but not as well as high-school graduates, a new national study has found.

The study, conducted by David L. Passmore, a professor of vocational and adult education at Pennsylvania State University, found that in 1985 64 percent of recipients of the high-school equivalency diploma were employed, compared with 56 percent of those with neither a G.E.D. certificate nor a high-school diploma. By contrast, 78 percent of those with a diploma were employed.

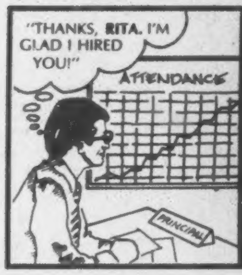
Among those who were working, G.E.D. recipients earned, on average, $5.50 an hour, while dropouts earned $5.13 an hour. High-school graduates earned, on average, $5.50 an hour, the study found.

Mr. Passmore's is the first national study of the economic benefits of a G.E.D. certificate, according to Douglas R. Whitney, the director of the G.E.D. testing service at the American Council on Education. The A.C.E. administers the program in conjunction with state education departments.

"This should demonstrate to states the wisdom of encouraging adults to continue their education," Mr. Whitney said. "Economically, it has direct payoffs."

Focus on Animals offers 16 fine films and videotapes about animal rights/animal welfare suitable for high school classes in social studies, philosophy, bio/eco/logy. Topics include vivisection, vegetarianism and our vanishing wildlife. Free catalog. Teachers' guides are free with rental or purchase.

P.O. Box 150, Trumbull, Ct. 06611 (203) 377-1116

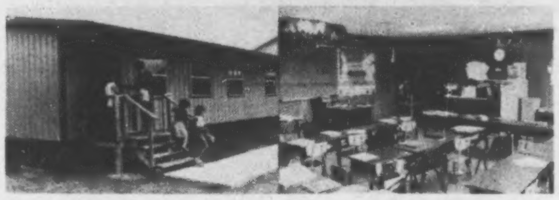

"THANKS, RITA. I'M GLAD I HIRED YOU!"
ATTENDANCE
PRINCIPAL

Schools in 35 states using RITA report that

Attendance is up
Costs are down
Parents are pleased

For more information on our auto-dialer for the Apple and IBM call
1-800-368-4162

Classrooms To Grow In



When space is tight but funds are limited, consider a quality relocatable classroom from Morgan. They're 95% built off-site, and installed within weeks. Permanent comfort, yet movable for future needs. All sizes, single classrooms to entire schools. Stock or custom-design; any finish-out. LEASING AVAILABLE. 60 Morgan sales branches nationwide. Write or call for free brochure.

Morgan Building Systems, Inc.
Sales Dept., Drawer EW1
P.O. Box 660280
Dallas, Texas 75266-0280

Morgan

In Dallas, call (214) 840-1200
1-800-527-4842

AURORA PUBLIC SCHOOLS

THE CURRICULUM PEOPLE
Curriculum guides are available in all academic areas

ELEMENTARY (K-5)
MIDDLE (6-8)
HIGH (9-12)
VOCATIONAL-TECHNICAL (10-14)

PLUS:
GIFTED AND TALENTED

WRITING FOR A REASON AND OTHERS

Send for a free catalog today.

Aurora Public Schools
Curriculum Development
1085 Peoria Street
Aurora, Colorado 80011

(303) 344-8060, EXT. 208

Public Says Schools Not Improving

By Reagan Walker

Despite the emphasis on education reform over the last five years, the public reports sensing little overall improvement in public schools, according to the results of the 1987 Gallup Poll on education.

Only 25 percent of those polled said the public schools have improved over the past five years, 22 percent said the schools have gotten worse, and 36 percent said the schools have stayed the same. Public-school parents, however, were more positive than either private-school parents or those without children in public schools, with one-third saying the schools have improved.

The adults polled were also asked this year about current policy issues linked to the Reagan Administration's education agenda. According to the Gallup findings, the public favors raising standards for academic achievement and increasing high-school graduation requirements, but is ambivalent about reduced federal involvement in education and the idea of vouchers.

The 19th annual Gallup poll of "The Public's Attitudes Toward the Public Schools" sponsored by Phi Delta Kappa, the professional education fraternity, was conducted last April. The 1,571 persons sampled were adults age 18 or older and were interviewed in their homes.

Satisfaction Gap

Public-school parents were also more positive than others when asked to grade their local public schools. Fifty-six percent gave their public schools a grade of A or B, while only 43 percent of all respondents would assign such grades. Seventy-three percent of all those interviewed gave the local schools a grade of C or better—up 4 percent from 1986.

But one of the authors of the report, David L. Clark, former dean of Indiana University's school of education, noted a gap in satisfaction levels between the general public and "downscale" respondents. He defined "downscale" as nonwhite, low-income, young, inner-city residents with lower education levels.

Nearly 20 percent of the respondents in those categories said they would give local public schools a D or failing grade, compared with 13 percent of the overall group polled. Mr. Clark said the difference was troublesome because the segment of society that is most dissatisfied with the schools is also its fastest-growing population group.

Federal Involvement Favored

Respondents were about equally divided over whether the U.S. Education Department should be dismantled, with 39 percent in favor and 37 percent against. Nearly one-fourth said they "didn't know" whether or not a separate agency was unnecessary. But when asked about specific tasks the Education Department might undertake in support of education in America, the majority favored some specific federal responsibilities.

Fully 84 percent of those polled said the government should require states and local school districts to meet minimum standards. And 70 percent or more said they supported federal involvement in: funding educational programs aimed at social problems, collecting and reporting education statistics, funding research and development, and providing financing for fellowships and scholarships.

Some 70 percent also said they thought parents should have the right to choose which local schools their children attend. Respondents with children in public schools were even more supportive of public-school choice, with 76 percent favoring it.

Among both public-school and private-school parents, 49 percent favored a voucher-payment system that would allow parents to choose from both public and private schools in the community, with 15 percent uncertain about the idea. That level of support has remained constant since the 1981 poll, according to the Gallup organization.

At the same time, 44 percent of public-school parents and 49 percent of private-school parents said such a voucher system would hurt local public schools.

Ethics Education

This year's poll suggests that the public generally favors character education, which has been high on the agenda of Secretary of Education William J. Bennett. Forty-three percent said courses on values and ethical behavior should be taught in the public schools; 36 percent believed that such topics should be handled by the parents and churches, and 13 percent said ethics education is a joint responsibility of the schools, parents, and churches.

By substantial margins, all categories of those polled—without children in the public schools and public- and private-school parents—agreed that parents should have "the most to say" about the content of such courses. Other influences cited in order of preference were local school boards, teachers, administrators, state government, and the federal government.

More than two-thirds of the respondents said they favored raising academic standards, increasing graduation requirements, placing more emphasis on the basics, and requiring teachers to have a liberal-arts degree with a subject-area major before entering a teacher-training program.

Education's 'Hot' Issues: Some Public Opinions

Have Local Public Schools Improved?

	National Totals %	No Children In School %	Public-School Parents %	Nonpublic-School Parents %
Improved	25	21	33	26
Gotten worse	22	22	21	23
Stayed about the same	36	36	36	42
Don't know	17	21	10	9

Should Parents Have the Right To Choose Their Child's School?

	National Totals %	No Children In School %	Public-School Parents %	Nonpublic-School Parents %
Yes	71	68	76	81
No	20	20	21	15
Don't know	9	12	3	4

Who Should Have the Most Say About Content in Values Courses?

	National Totals %	No Children In School %	Public-School Parents %	Nonpublic-School Parents %
Parents	42	39	46	43
Local school board	24	24	24	30
Teachers	14	14	17	15
School administrators	10	11	8	7
State government	9	9	7	10
Federal government	5	5	5	6
Don't know	12	14	9	8

(Figures add to more than 100 percent because of multiple answers.)

Should Public Schools Teach Sex Education in Grades 4-8?

	National Totals %	No Children In School %	Public-School Parents %	Nonpublic-School Parents %
Should	55	52	60	69
Should not	37	38	35	29
Don't know	8	10	5	2

SOURCE: The Gallup Organization

1 9 8 7
FALL
WORKSHOP
SERIES
ON
SCHOOL BUSINESS MANAGEMENT
for
School Superintendents, Business Officials,
Principals and Other Professional Staff
Sponsored by the Association of School Business Officials International

WORKSHOP #1
Legal Aspects of School Business Management
September 10-11, 1987
Tampa, Florida
Saddlebrook Golf and Tennis Resort, FL
Instructor:
Dr. David Alexander, Professor at Virginia Polytech and State University, Blacksburg, Virginia

WORKSHOP #2
Management Techniques/Situational Leadership
September 17-18, 1987
Louisville, KY
Galt House East Hotel, KY
Instructor:
Michael Marchese, IBM Corporate Management Development Instructor

WORKSHOP #3
Budget Preparation/Management
November 13-14, 1987
Washington, DC
Hyatt Regency Capitol Hill, Wash., DC
Instructor:
Joseph Thomas Kelley is Director of Budget and Finance for the city of Lawrence, MA and Editor of the Massachusetts Government Finance Officers Association's newsletter

WORKSHOP #4
Budget Preparation/Management
November 19-20, 1987
Snow Bird, UT
Snow Bird Resort, Snow Bird, Utah
(see workshop #3 for instructor)

WORKSHOP #5
Cash Management/Investments
December 3-4, 1987
San Diego, California
Kona Kai Beach and Tennis Resort, CA

Instructor:
Jeffery B. Flynn is Senior Vice President for Investments of Prudential-Bache Securities, Inc., Salt Lake City, Utah

TUITION FEES
ASBO Member $220.00
Non-Member $275.00
All workshops run for two full days from 9:00 a.m. to 4:30 p.m. Lunch, coffee breaks and all handouts and materials are included in the registration/tuition fees
Call or write for more information:
703-478-0405
ASBO
1760 Reston Ave.
Suite 411
Reston, VA 22090

1987 CONFERENCE • OCTOBER 19-24, 1987 • WASHINGTON, D.C.
AMERICAN ASSOCIATION FOR ADULT AND CONTINUING EDUCATION
EMPOWERING
Your conference experience will include:
- SELECTION of over 200 high-quality presentations, meetings and speeches that reflect the latest positions, ideas, and research.
- WORKER training and retraining, the use of media and technology, literacy program models and techniques, legislative initiatives through state and federal policymaking, adult learners with special needs, international adult education, and continuing professional education are just a few of the topics covered at this international conference.
- VISITS to exemplary models of large-scale education providers.
- EXHIBITS by over 100 publishers, vendors, professional organizations, and government agencies.
- ENJOYMENT of the affordable pleasures in this beautiful multi-ethnic, easy-transit city: museums, historic sites, shopping, and entertainment.

A GLOBAL CHALLENGE
Opening Keynote Speakers:
SEN. PAUL SIMON, Democratic presidential candidate
JAMES DUFFY, President, ABC Communications and Broadcasting Network
AMITAI ETZIONI, noted sociologist and presidential public policy advisor
IRA PROGOFF, psychologist renowned for the journal workshop seminars
JACK GIBBS, organizational development expert, former Director of Research for the National Training Labs (NTL)
THE ADULT LEARNER

Send me more information about the 1987 American Adult and Continuing Education Conference.
NAME ____________________
INSTITUTION ____________________
ADDRESS ____________________ ZIP ________
RETURN TO: AAACE 1201 Sixteenth Street, N.W., Suite 230, Washington, D.C. 20036 • (202) 822-7866

Teacher Salary Trends, 1984-85 to 1986-87

(States' ranks are in parentheses)

State	Average Salary 1984-85	Average Salary 1985-86	Average Salary 1986-87	Percent Change 1984-85 to 1986-87
Alaska	$38,923 (1)	$41,647 (1)	$42,083 (1)	8.1
District of Columbia	30,706 (2)	33,211 (2)	33,801 (2)	10.1
New York	28,213 (4)	30,480 (3)	32,000 (3)	13.4
Michigan	28,440 (3)	30,068 (4)	31,592 (4)	11.1
California	27,293 (6)	29,801 (5)	31,289 (5)	14.6
Rhode Island	27,693 (5)	29,470 (6)	31,079 (6)	12.2
Connecticut	24,822 (14)	26,896 (11)	29,860 (7)	20.3
Maryland	25,563 (10)	26,800 (12)	28,893 (8)	13.0
New Jersey	25,125 (13)	27,170 (9)	28,718 (9)	14.3
Massachusetts	24,616 (15)	26,496 (13)	28,615 (10)	16.2
Minnesota	25,453 (12)	27,360 (8)	28,340 (11)	11.3
Illinois	25,679 (9)	26,926 (10)	28,287 (12)	10.2
Wyoming	26,499 (7)	27,461 (7)	28,230 (13)	6.5
Wisconsin	24,577 (16)	26,347 (14)	28,206 (14)	14.8
Delaware	22,294 (25)	24,824 (22)	27,467 (15)	23.2
Pennsylvania	24,192 (19)	25,853 (17)	27,429 (16)	13.4
Colorado	24,454 (17)	25,892 (16)	27,387 (17)	12.0
Washington	25,506 (11)	26,210 (15)	27,238 (18)	6.8
Nevada	22,518 (24)	25,606 (20)	26,962 (19)	19.7
Ohio	23,000 (20)	24,988 (21)	26,762 (20)	16.4
Oregon	24,378 (18)	25,664 (19)	26,691 (21)	9.5
Texas	22,610 (23)	24,458 (23)	26,094 (22)	15.4
Hawaii	25,842 (8)	25,765 (18)	26,093 (23)	1.0
Arizona	22,662 (22)	23,931 (25)	25,972 (24)	14.6
Virginia	21,277 (28)	23,096 (26)	25,473 (25)	19.7
Indiana	22,854 (21)	24,225 (24)	25,191 (26)	10.2
Georgia	20,606 (34)	23,046 (27)	24,632 (27)	19.5
Montana	21,749 (27)	22,916 (29)	24,198 (28)	11.3
New Mexico	21,811 (26)	21,982 (35)	23,976 (29)	9.9
Florida	20,836 (32)	22,250 (34)	23,833 (30)	14.4
North Carolina	20,812 (33)	22,340 (33)	23,775 (31)	14.2
Alabama	20,295 (38)	23,040 (28)	23,500 (32)	15.8
Missouri	20,452 (37)	21,945 (36)	23,468 (33)	14.7
Kansas	21,038 (30)	22,596 (30)	23,427 (34)	11.4
Vermont	18,998 (47)	20,796 (43)	23,085 (35)	21.5
South Carolina	20,143 (40)	21,595 (38)	23,039 (36)	14.4
Utah	21,170 (29)	22,553 (31)	23,035 (37)	8.8
Tennessee	20,474 (35)	21,384 (39)	22,612 (38)	10.4
Iowa	21,008 (31)	21,690 (37)	22,603 (39)	7.6
Oklahoma	19,974 (42)	22,456 (32)	22,540 (40)	12.8
Kentucky	20,225 (39)	20,948 (41)	22,467 (41)	11.1
New Hampshire	18,577 (49)	20,263 (47)	21,869 (42)	17.7
Nebraska	19,781 (43)	20,669 (44)	21,797 (43)	10.2
Idaho	20,471 (36)	20,971 (40)	21,476 (44)	4.9
West Virginia	19,563 (44)	20,627 (45)	21,446 (45)	9.6
North Dakota	20,088 (41)	20,816 (42)	21,284 (46)	6.0
Maine	18,935 (48)	19,583 (49)	21,257 (47)	12.3
Arkansas	19,100 (46)	19,965 (48)	20,386 (48)	6.7
Louisiana	19,491 (45)	20,303 (46)	20,054 (49)	2.9
Mississippi	15,924 (51)	18,472 (50)	19,448 (50)	22.1
South Dakota	17,380 (50)	18,095 (51)	18,781 (51)	8.1
U.S. Average	$23,551	$25,260	$26,698	13.4

Source: American Federation of Teachers

Civics Educator Is Honored

Ralph Ketcham, an advocate of efforts to revitalize citizenship education, has been named "professor of the year" by the Council for Advancement and Support of Education, an association of colleges, universities, and independent schools.

A Syracuse University professor of political science, history, and public affairs, Mr. Ketcham proposed a model curriculum for a civics course that New York high schools will require next year. The curriculum stresses ways students can participate in government and approaches public policy with an eye to "the polity as a whole more than a collection of special interests," a view Mr. Ketcham outlines in *Individualism and Public Life*, to be published this fall. —D.G.

Report Evaluates Migrant Education

Tougher academic requirements may drive the children of migrant farm workers from the classroom, a new report by the Education Commission of the States warns.

"Additional resources need to be applied to enable at-risk, migrant youth to cope with higher educational standards," write the authors of "Migrant Education: A Consolidated View."

Free copies of the report—which also examines the history of migrant education in the United States—may be obtained by writing the Migrant Education Council, Education Commission of the States, 1860 Lincoln St., Suite 300, Denver, Colo. 80295. —D.V.

GUIDE TO QUALITY SOFTWARE
TEACHERS/COMPUTER COORDINATORS
NEED HELP FINDING AND USING EFFECTIVE SOFTWARE?
The **EDTECH SOFTWARE GUIDE** contains reviews of language arts, math, social studies, science, problem solving and application programs. The Fall edition offers 125 reviews; 30 additional reviews and updates follow in 3 supplements. All programs have been evaluated and field tested. The Guide is particularly useful for remedial students in JHS, HS, Community College, and with adult literacy programs.
To order the GUIDE and subscription to the winter, spring & summer supplements, send $95 check or money order to ICIS, 45 W. 18th St., N.Y., N.Y. 10011 or call K. Cries (212) 691-6161.

9/16/87 R4800-2

This Week's Forum: Page 27

EDUCATION WEEK

American Education's Newspaper of Record

Volume VII, Number 2 · September 16, 1987

© 1987 Editorial Projects in Education / $2.00

Teachers Dispute Studies' Counsel On Humanities

'Fact-Based' Courses Unwise, They Contend

By Robert Rothman

Educators and curriculum specialists last week disputed the prescriptions in two new reports that call for a greater emphasis on content in history and literature instruction.

While acknowledging that students need to know more about the humanities, critics said they feared the reports could lead to a "fact-based" curriculum that would do little to improve students' acquisition and retention of knowledge.

Flap over reports. See page 15.

The reports—"American Memory," by Lynne V. Cheney, chairman of the National Endowment for the Humanities, and *What Do Our 17-Year-Olds Know?*, by the education historian Diane Ravitch and Chester E. Finn Jr., assistant secretary of education for educational research and improvement—draw on results of the first national student assessment in the humanities. The assessment found huge gaps in 11th graders' knowledge of history and literature.

"All of us are appalled by the gaps," said Nancy S. McHugh, president of the National Council of Teachers of English. "But we don't think the answer is to pour facts into students' heads, Japanese-style."

" 'Trivial pursuit'-minded kids can answer all the questions [on an assessment] and still not be educated, still not have an

Continued on Page 23

Diane Ravitch

Chester E. Finn Jr.

Patricia Hobbs

Combative Bennett Charges Into Final Year

Says He Will Stress 'Accountability' of Educators for Results

By Julie A. Miller

WASHINGTON—The theme is "accountability."

With the 1988 Presidential elections drawing closer and the end of his term as Secretary of Education a little more than a year away, William J. Bennett plans, he said last week, to focus his energies on promoting, in speeches and legislative proposals, strategies to hold educators responsible for the success or failure of their students.

"We will talk a lot this year about accountability, accountability, accountability," Mr. Bennett said in an interview with *Education Week*. "We will try to get our programs at the federal level to focus on accountability and try to urge actions at the state and local level to have more accountability."

Mr. Bennett said he will propose revision of a variety of federal education programs to require states and school districts receiving grants to document the effectiveness of their programs; the successful ones would be rewarded with more money.

"Our Chapter 1 plan is the model," he said. "We want to do the same thing throughout all the other programs. Where there's success, let's build on it, let's replicate it, let's reward it. Where there's failure, let's not."

The Education Department had proposed that states be required to assess their local Chapter 1 programs and to step in to improve those in which students did not show sufficient achievement; the plan would also

Continued on Page 16

AP/Wide World Photos

Secretary Bennett speaking at the National Press Club last week.

Speech Terms N.E.A. 'Most Aggressive' Foe Of Reform in Nation

By Lynn Olson

WASHINGTON—Secretary of Education William J. Bennett stepped up his crusade against the National Education Association in a major speech here last week, challenging Presidential candidates to "stand firm" against the union and support accountability in the schools.

In sharply worded remarks on "Education Reform and the 1988 Election," given at the National Press Club and repeated two days later at a press conference in Chapel Hill, N.C., Mr. Bennett called the teachers' union the "most entrenched and aggressive opponent of education reform" in the nation.

He criticized the union for opposing, through its state affiliates, performance-based pay for teachers, alternative-certification routes, teacher-competency testing, and standardized tests for students.

"The fact is that for its recent behavior, the National Education Association deserves an award: the most mis-named organization in America," Mr. Bennett said. "I therefore propose that every candidate for

Continued on Page 18

Urban Schools Have Turned Corner But Still Need Help, Report Says

By William Snider

Urban school districts are making "steady progress" in raising student-achievement levels and meeting a vast assortment of special needs, but they "cannot do it all alone," a report to be released this week contends.

Based on a year of self-examination by 44 of the largest urban districts, "Challenges to Urban Education: Results in the Making," casts the future of inner-city public schools in terms far more optimistic than other recent assessments.

In particular, it rebuts the frequent criticism, contained most recently in a report released last week by the Committee for Economic Development, that urban districts have an "archaic school structure and unresponsive bureaucracy" that frustrates real school improvements.

The new portrait, scheduled for release at the annual meeting of the Council of Great City Schools, says urban educators are "rolling up their sleeves" and "doing a remarkable job of incorporating the realities of urban life into a rich and varied educational experience."

"The report is deliberately hopeful," said Michael D. Casserly, project director for the study, "because the districts themselves are really quite hopeful."

"We have a good handle on what works with the kids we serve," he said, "but we're not reaching nearly as many of them as we

Continued on Page 20

Family 'Well-Being' To Be New Criterion In Federal Policies

By Deborah L. Gold

WASHINGTON—President Reagan, acting on a recommendation advanced by former Undersecretary of Education Gary L. Bauer, has ordered that all federal policies be assessed for their impact on family "well being."

The President's executive order, signed Sept. 3, requires the Education Department and all other federal agencies to weigh proposals against several criteria, including their potential to strengthen or erode family stability, marital commitment, and "the authority and rights of parents in the education, nurture, and supervision of their children."

The order also compels agencies to consider what message their proposals send the public about the status of the family and what they convey to young people about "the relationship between their behavior, their personal responsibility, and the norms of our society."

The directive, which applies to existing as well as proposed policies and regulations, also asks agency officials to question whether a specific action would help or hamper the family in performing its traditional functions and whether it could be performed "by a lower level of government or by the family itself."

Mr. Bauer, who left the Education De-

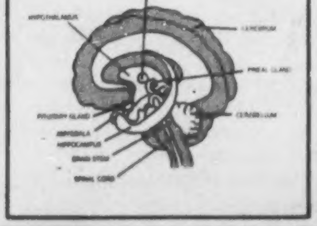
Continued on Page 19

Also in the news

Making Teacher Reform A 'National Crusade'
Ernest L. Boyer told nine Presidential hopefuls and Secretary of Education William J. Bennett last week that a "peacetime Marshall Plan" is needed to improve teaching.
7

Using All of the Brain: A Must for the Gifted
New research on how the brain functions is showing teachers that creativity can be just as just as important as analytical skill in the schooling of gifted and talented students.
8 ▶

School-Takeover Plan Dealt a Blow in N.J.
The New Jersey Senate has narrowly voted down Gov. Thomas H. Kean's controversial legislation allowing the state to assume control of "academically bankrupt" districts.
11



IN SUMMARY

Belgians Go Home
The U.S. Immigration and Naturalization Service has refused to grant special visas to 14 Belgian schoolteachers hired by the Kansas City (Mo.) School District to teach in elementary foreign-language magnet schools. **Page 5.**

The Need for Self-Esteem
Two new studies, repeating landmark research conducted four decades ago by the prominent psychologist Kenneth B. Clark, have found that black children feel as inferior today as they did 40 years ago. **Page 6.**

Lobbying To Join the Oppressed
A number of ethnic and religious groups are pressing the California Board of Education to include them in a controversial model curriculum on human rights and genocide now up for adoption. **Page 11.**

How Tough Are Teacher Tests?
A new study concludes that teacher-competency tests, now required or under consideration in 48 states as part of the current school-reform movement, weed out only the most incompetent teachers. **Page 13.**

Rare Session, Common Problem
Two House and Senate committees convened jointly for the first time to hear testimony on a new report that recommends sweeping actions to improve the education of disadvantaged children. **Page 14.**

The Secretary Slams the Door
A television advertisement featuring Secretary of Education William J. Bennett—part of a new $225,000 campaign against drugs in the schools—has drawn criticism from education associations for its depiction of schools. **Page 14.**

Appointments	28
Commentary	32
Deadlines	28
Events	28
Grants	28
Letters	25 and 26
Marketplace	29
New in Print	24
Private Schools	9
State Capitals	11

FORUM
"Changing High School Academic Standards," Education Commission of the States.
Statement on Page 27

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 6987, Syracuse, N.Y. 13217. Volume VII, Issue 2.

ACROSS THE NATION

NATIONAL

Foundation Awards $1 Million To Challenger Education Center

Officials of the Gannett Foundation have announced the award of a $1-million grant to the Challenger Center for Space-Science Education.

The grant will double the budget for the center, which was established last year by the surviving families of the seven astronauts killed aboard the space shuttle Challenger.

The grant—of which half was awarded immediately and half is to be matched by contributions from other donors—will enable the center to develop curricular materials and to begin planning the construction of facilities.

The center's "flagship" facility will be at an as yet undetermined site in Washington; a "satellite" facility is planned for Houston.

The president of the center is to be David L. Winstead, former executive director of the Washington/Baltimore Regional Association, a nonprofit alliance of businesses. Previously, Mr. Winstead had served as a special assistant to former Senator Charles McC. Mathias of Maryland.

Center officials say they hope to raise $30 million over the next five years for the program, which is aimed at promoting education in the space sciences through interactive learning, including simulated space flight.

■ **School districts will have until Dec. 1** to decide whether to remain in a voluntary nationwide class action for the resolution of millions of dollars in compensatory- and punitive-damage claims against asbestos manufacturers.

Lawyers involved in the case said last week that all districts would soon receive a letter that outlines their options.

STATES

Florida Schools, Businesses Form Anti-Dropout Compact

Florida's school superintendent has forged a new "compact" between the state's business and education communities designed to keep thousands of youngsters in school.

Creation of the Florida Compact was announced by Betty Castor, state superintendent of education. It is modeled after existing programs in Boston and Broward County, Fla. The Broward program has provided 1,100 jobs to students through 140 Florida businesses.

Under such agreements, local corporations agree to guarantee jobs for those students considered at risk of dropping out who stay in school through graduation. Frequently, the plans also include part-time employment for students while they are in school.

Ms. Castor predicted that by 1990 more than 5,000 Florida students will be affected by the program. The legislature has appropriated $500,000 this year to launch the effort.

Virginia High Court's Opinion May Jeopordize Asbestos Suits

An advisory ruling by the Virginia Supreme Court may make it more difficult for the state's school districts to sue manufacturers for recovery of asbestos-removal costs.

The court backed arguments by four asbestos manufacturers that a 1986 state law unconstitutionally extended to July 1, 1990, the period during which districts could file such claims. The justices said that under the statute of limitations in effect at the time the companies' products were installed, districts were required to act within five years of installation.

The court issued its opinion this month in response to a request by U.S. District Judge Walter E. Hoffman of Norfolk. The judge is hearing a case in which the Norfolk school board and the city are seeking $20 million in actual and punitive damages from the four companies. The plaintiffs will ask the court to find their case valid under the pre-1986 statute of limitations, according to Bernard A. Pishko, a lawyer for the city.

Empowerment for Teachers Seen Vital by Minnesota Panel

Teachers in Minnesota must be allowed greater influence over the way schools are run if public education in the state is to be improved and teaching professionalized, according to a research and education group in the Minneapolis-St. Paul area.

In a 57-page report, the Citizens League calls for the creation of "cooperatively managed schools, where operational-decision-making authority would be shared by teachers and administrators." It also proposes a number of recommendations for strengthening teacher education and licensure in the state.

In preparing the document, the group's 38-member committee on teaching conferred with more than 25 state educators and education officials and a number of national experts, including Marc S. Tucker, executive director of the Carnegie Forum on Education and the Economy, and Joe Nathan, an education consultant to the National Governors' Association.

■ **The Illinois Supreme Court** has ordered the release of an estimated $153 million in disputed taxes on out-of-state telephone calls, permitting Gov. James R. Thompson to release most of those funds to the state's 988 school districts.

In an Aug. 28 order, the high court said that the state could spend the revenues while a suit by G.T.E.-Sprint challenging the tax is being litigated.

The court's action allowed the state to advance about $47 million to the Chicago public schools and $100 million to other districts.

The funds helped bring the Chicago school board into compliance with a law requiring that the district have a balanced budget.

Singing Their New School's Praises

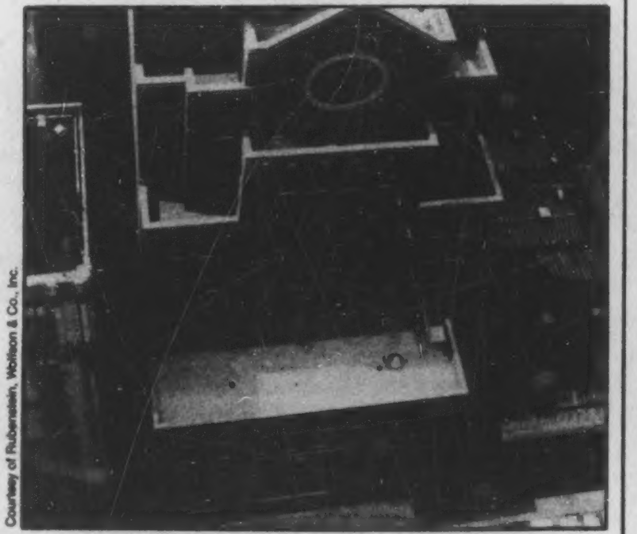
The nation's only church-choir boarding school has a unique new home at 202 West 58th Steet in New York City.

Officials of the 68-year-old St. Thomas Choir School, attempting to fight Manhattan's soaring real-estate costs, commissioned the New York City firm of Buttrick, White & Burtis to construct suitable living, study and recreation quarters on a tiny 7,500- square-foot site.

The $18-million result, strategically situated between Carnegie Hall and Lincoln Center, is a 15-story "campus in a skyscraper." Besides study and living areas, the high-rise, which houses 50 8-to-12 year-old boys plus school staff, features an oak-paneled dining room, a "sky chapel," and an underground rehearsal hall that doubles as a gymnasium.

A staircase from the gymnasium, dining hall, and classrooms to the dormitory serves as the "campus quadrangle," and the practice field for outdoor sports is Central Park. Faculty and staff apartments are on the upper floors.

The designers used elements of traditional church architecture to reflect the Anglican origins of the school, which offers intensive choral study in addition to academics and athletics. A voice audition is required of aspirants for admission to the exclusive student body, whose singers have performed internationally as well across the United States.



Courtesy of Rubenstein, Wolfson & Co. Inc.

Aerial view of the St. Thomas Choir School's new 15-story building, located in the cultural heart of New York City.

■ **To help the public gauge** how well schools in their communities are doing, Thomas Gilhool, secretary of education for Pennsylvania, has for the first time released school-by-school results of state reading and mathematics tests.

The reports placed by Mr. Gilhool in public libraries throughout the state suggest that schools performing well or making strong gains in student achievement between 1984 and 1987 had several factors in common. All had strengthened their reading and math programs, put into practice research on what makes schools effective, and enlisted parental support. Some schools with high levels of poverty had made substantial gains, the reports said, while a number of schools traditionally known for high achievement had room for improvement.

■ **The board of directors** of the New Jersey School Boards Association has voted unanimously to restore full power to its executive director, Octavius Reid Jr. Mr. Reid had been relieved of some of his duties in July pending an investigation into investment practices of an insurance plan he administered for the association.

The board voted Sept. 2 to reinstate Mr. Reid after hearing a preliminary report on the probe into stock-options investments that resulted in the loss of $871,000. A full report on the investigation by former U.S. Attorney Thomas Greelish was to be presented to the board late Friday.

Most Frequently Challenged Books, 1982-1987

Book	Times Challenged	Years
The Chocolate War, Robert Cormier	9	1984, 1985 (4), 1986 (2),1987 (2)
The Catcher in the Rye, J. D. Salinger	8	1983 (2), 1985 (4), 1986, 1987
Of Mice and Men, John Steinbeck	8	1983 (2), 1984 (2), 1985 (3), 1986
The Adventures of Huckleberry Finn, Mark Twain	7	1983, 1984 (3), 1985, 1986, 1987
Deenie, Judy Blume	7	1985 (5), 1986 (2)
Go Ask Alice, anonymous	7	1984 (4), 1986, 1987 (2)
A Light in the Attic, Shel Silverstein	7	1985, 1986 (2), 1987 (4)
Forever, Judy Blume	6	1984, 1985, 1986, 1987 (3)
Blubber, Judy Blume	5	1985 (5), 1987
Cujo, Stephen King	5	1984, 1985, 1986 (2), 1987
The Diary of Anne Frank, Anne Frank	5	1983 (2), 1985 (2), 1987
Finding My Way, health textbook	5	1985, 1986 (2), 1987 (2)
Then Again Maybe I Won't, Judy Blume	5	1984, 1985 (3), 1987
To Kill a Mockingbird, Harper Lee	5	1984, 1985 (2), 1986 (2)

SOURCE: People for the American Way

DISTRICTS

School's Pupils To Stay Together In Asbestos-Cleanup Relocation

Under the terms of a court settlement reached with the aid of a nationally known desegregation researcher, the San Francisco Unified School District will open a currently unused facility to house the entire student body of a magnet middle school affected by the district's asbestos-cleanup program.

The National Association for the Advancement of Colored People had filed a suit against the state department of education and the district in late August to prevent the dispersal to several other schools of students from the James Lick Middle School, which was one of 18 schools targeted for increased funding and special academic programs in a 1985 desegregation agreement. The district needed the Lick facility to house 2,000 students from a nearby high school that is to undergo a year-long asbestos-removal effort.

Gary Orfield, director of the University of Chicago's National School Desegregation Project and a court-appointed consultant in the desegregation case, was called in to help work out the agreement keeping the middle schoolers together.

Government Files Sex-Bias Suit Against an Indiana District

The U.S. Justice Department has filed suit in federal district court charging a Madison County, Ind., school district with discrimination against female employees in violation of federal civil-rights laws.

The suit, filed on Sept. 2, alleges that from 1973 to 1986 the West Central Community School Corporation discriminated against women by using separate job classifications for male and female maintenance workers—"custodian" for men and "matron" for women—and paying women less than men for the same work.

By establishing and maintaining the classification system, the suit argues, the district deprived women of employment opportunities and adversely affected their status as employees in violation of Title VII of the Civil Rights Act of 1964.

Michael A. Blickman, a lawyer for the district, said the school system "has not violated" federal law. Men and women "were not doing substantially similar work," he said. "Therefore, the differential in wages was legitimate."

Correction

Due to typesetting errors, a Sept. 9 advertisement in *Education Week* on Bard College's fall 1987 workshops and conferences contained incorrect information. A corrected Bard advertisement appears on page 21.

Yonkers, N.Y., District Plans Lawsuit Against State

School officials in Yonkers, N.Y., say they plan to file a lawsuit this month against the state to recover some of the costs they have incurred in implementing a court-ordered desegregation plan.

The district has thus far spent $25 million on the plan, including the cost of busing students and establishing magnet schools, according to a spokesman. District officials think the state should share the costs, as well as provide technical expertise and unspecified regulatory action, because the state was "equally reponsible" for segregation in the district, the spokesman said.

The desegregation remedy, which was ordered last year by U.S. District Judge Leonard B. Sand, is considered a landmark because it was the first to link mandatory housing integration to a school-desegregation case.

Both city and school officials have appealed the case to the U.S. Court of Appeals for the Second Circuit, and a ruling is expected sometime this year.

St. Louis Ordered To Close 16 Schools, Renovate the Rest

The St. Louis Public Schools have been ordered by a federal judge to close 16 predominantly black schools and to spend nearly $115 million to renovate most of the 111 schools that will remain open.

U.S. District Judge Stephen Limbaugh wrote in his order this month that the schools to be closed are either too small or too old to be prudently rebuilt. The closings, which the judge said should occur over the next two to three years, could affect 3,500 students, a district spokesman said.

In issuing his most recent in a series of orders concerning the district's desegregation plans, Judge Limbaugh rejected capital-improvement plans proposed by the state, the district, and a court-appointed advisory committee. As with other parts of the comprehensive plan, the district and the state are to share the costs of the renovations, although the judge did not order a bond-issue election as recommended in a ruling last year by the U.S. Court of Appeals for the Eighth Circuit.

■ **The Taylor Academy**, an alternative public school for underachieving 9th and 10th graders in a Cleveland suburb, opened as scheduled last week despite protests by the local branch of the National Association for the Advancement of Colored People.

The N.A.A.C.P. had asked Ohio's state school chief to block the academy from opening on Sept. 9, charging that its predominantly black enrollment would promote racial segregation in the Cleveland Heights-University Heights district. About 75 percent of the new school's 200 students are black, compared with a districtwide black enrollment of 55 percent.

Officials of the civil-rights group had said they would consider court action, boycotts, and picketing if the state denied their request to close the school.

■ **A "no-pass, no-park" policy** has been adopted by the Loganville (Ga.) High School in an effort to steer students to higher grades. Students will be required to pass five of six courses each quarter to earn parking privileges on campus.

■ **Crime in New York City schools** has declined for the sixth consecutive year, according to school officials. Reported incidents of violence and other rules infractions fell to 9,743 in the 1986-87 school year, a 17 percent decrease over the previous year and a 38 percent drop since 1980-81. Schools in Brooklyn reported the most crime.

■ **A new child-abuse reporting center** will reduce the trauma of children who say they've been abused and will better coordinate the responses of health, legal, and social service professionals, say Hennepin County, Minn. officials who proposed the center.

The new facility, which is expected to open early next year, would streamline the interview process for most abused children by drawing together specialists from different areas to simultaneously conduct or watch the interviews. In its first year, the center hopes to help at least 300 children.

PEOPLE

Calvin M. Frazier, in his last speech as Colorado's commissioner of education, lobbed a few barbs on the subject of leadership at the state's educational hierarchy.

District superintendents have too many responsibilities, school principals often "don't inspire and don't lead," and school-board members are not prepared well enough for their jobs, Mr. Frazier told the Colorado Association of School Executives. He retired Aug. 31 after 14 years as commissioner.

■

Janice Herbranson, reputed to be the lowest-paid teacher in the United States before her one-room school in North Dakota closed last year, has a new job this fall teaching Mexican immigrant children in a Texas border town.

The 53-year-old teacher, whose $6,800 a year salary earned her appearances on national television and a letter from President Reagan, lost her job in the spring of 1986 when the McLeod, N.D., school closed because of low enrollment—one student. She has more than tripled her salary, to $25,000, by taking the pre-kindergarten teaching position in Progreso, Tex.

■

Two classes of inner-city schoolchildren—one in Atlanta and one in Chicago—have gotten promises of college scholarships for graduating from high school, through programs inspired by the New York City businessman **Eugene Lang.**

A group known as **100 Black Men of Atlanta,** which includes Superintendent of Schools **Alonzo Crim** and former Mayor **Maynard Jackson,** has announced that it will sponsor an 8th-grade class at Archer High School, paying all college expenses for any of the 28 students who enroll in postsecondary institutions after graduation.

In Chicago, **Harrison I. Steans,** a banker and philanthropist, has promised 37 6th-grade students from the Schneider School at least $1,200 a year for four years of college, if they finish high school.

RESEARCH AND REPORTS

Restore Citizenship Education To Curriculum, A.A.S.A. Urges

The "back to basics" movement and declining interest in "public spirited" activities throughout society have helped push citizenship education out of the school curriculum, a new report asserts.

Schools should reverse that trend by providing programs "that will help students better understand both their rights and responsibilities as citizens," according to *Citizenship: Goal of Education*, released last week by the American Association of School Administrators.

Administrators responding to an A.A.S.A. survey cited lack of time and competition from other curricular mandates as the chief obstacles to preparing students for their role as citizens.

The report, written by Diana Reische, recommends, citing examples of successful programs, that citizenship education enable students to see themselves as members of "widening circles," beginning with the family and continuing through the school, community, county, state, nation, and world.

Copies of the report can be obtained for $7.95 each, plus $3.50 for postage and handling, from A.A.S.A. Publications, 1801 North Moore St., Arlington, Va. 22209.

FORUM

EDUCATION COMMISSION OF THE STATES

Changing High School Academic Standards

High school graduation requirements are on the up escalator. Students enrolling in ninth grade this fall will be in for a more rigorous academic ride than their older brothers and sisters graduating just a few years back.

Since 1980, at least 45 states and the District of Columbia have altered high school graduation requirements. Generally, mathematics and science courses have led the increase, but more than 40 states also have increased the total number of units required for graduation. Quite often the increase in academic courses has been achieved by decreasing the number of elective-course credits students are permitted to earn, or by just increasing the total.

In 1980, 17 units of credit, on the average, were required for graduation. In 1987, this had moved to an average of 19.7 units of credit. Florida was the first state to raise the total to 24 units of credit (1983) for all students, followed by Missouri for its college-bound students in 1985.

Dual Diploma

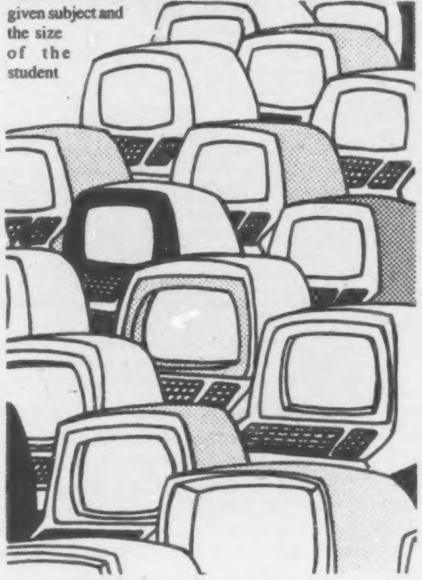
One of the more significant changes between 1980 and 1987 was the increase in number of states that provided for a dual-track diploma, that is, a college-bound or vocational/technical diploma in addition to the standard diploma. In 1980, only the District of Columbia and New York had this requirement, but in 1987 this had increased to 15 states. California is moving toward an advanced diploma with a "suggested model" for college-bound students; the District of Columbia uses a "comprehensive" and a "career/vocational" diploma.

In Florida, the top diploma is labeled "academic scholars"; Georgia, "advanced"; Indiana, "academic honors"; Kentucky, "commonwealth diploma"; Michigan, "college preparatory"; Missouri, "college preparatory studies certificate"; New York, "regents diploma"; North Carolina, "scholars program"; Oklahoma, "college preparatory"; South Carolina, "academic achievement honors"; Texas, "advanced high school honors program"; and Virginia, "advanced studies."

In three states, a three-level diploma has been established: Louisiana, "standard," "scholars program" and "regents scholar"; Rhode Island, "basic," "career bound," "college bound"; and Tennessee, "standard," "honors-general" and "honors-vocational education." Typically, the college or academic diplomas require additional courses in math, science, language arts and social studies and often require or encourage foreign language courses.

Vocational Education

Increasing the academic requirements for all students has the potential of closing program opportunities for some students. Some high schools, for example, could find that elective courses in home economics, shop, music or the arts are suffering from lower enrollments. There is even the potential of some elective areas being dropped when the available hours/periods in the day, number of teachers certified to teach a given subject and the size of the student body all intersect, causing schedule gridlock. Students are also a part of the gridlock when state demands restrict their ability to take elective courses or when two required courses can only be offered the same hour.



This potential is even more likely in vocational programs where federal and state funding demand a rigid sequence of course offerings and longer blocks of time for laboratory classes. Currently, the ECS Information Clearinghouse has noted 14 states where vocational-type classes have been given some special consideration. In Arkansas and Idaho, one unit of the social studies/humanities requirement can be a practical arts course. Vermont permits the five units of math and science to be some combination of the two areas, giving more latitude to vocational students. In Utah and some other states, the elective requirements mention practical arts or vocational education.

Computer Literacy

The impact of technology has created a call for computers or computer literacy in 10 states. Frequently included is a separate one-semester course requirement or an elective option permitting students to choose among a range of offerings. Alabama asks that students become computer literate through related coursework before graduation. Many of these requirements were added several years ago when the home computer industry was expanding rapidly. At that time, there was little evidence that states backed the requirement with funds to purchase computers or even inventoried school districts to determine if each student had access to a computer.

Increased State Control

Less visible in the graduation requirements story are a myriad of rules and laws that also have an impact on the high school curriculum, the teachers and students. Passing a minimum competency test in the basic-skill areas prior to graduation is now mandated in 21 states. Early exit from high school by means of a test is possible only in California and then just with parent permission.

Taking a reduced load in the senior year seems to be the target in Wisconsin where all students in grades 7–12 must participate in a class or board-approved activity each period of the day. In at least three states, the science requirement has been clarified to specify that a portion of the classes must be in a laboratory science. Further specificity has been added in some states requiring a minimum grade-point average or advanced-placement and college-entry tests in order to earn the academic-track diploma.

On the other end of the academic spectrum, the nine states that are implementing "No Pass, No Play" rules for extracurriculum participation also are having an impact on the academic-course structure by forcing students to take academic work seriously. In general, it appears that all states are adding more specificity to high school curricular mandates.

What is the bottom line? Enrollment in the academic subjects will increase; enrollment in other areas such as vocational education, art, music, physical education may go down. But will this really cause improvement or are the critics right when they say that the dropout rate will increase, higher-order thinking skills will be ignored and vocational education and bilingual needs will remain unmet? This may be the school year when answers to some of these questions will start to appear.

At the ECS Information Clearinghouse, we are watching the Policy Analysis for California Education (PACE) project with interest. A report titled, *The Impact of S.B. 813 on California Secondary Schools*, due to be released in October, promises some in-depth data on students and teachers from 17 schools. Preliminary results show that the top down mandates and teacher paticipation in implementation are changing how schools operate.

Is this type of data available from other states? Several other PACE-type centers have been started and others are in the planning stages. Definitive data on the reform movement is likely to become available from these efforts this year. The ECS Information Clearinghouse is interested in collecting such data from school districts, universities and state departments of education. Please let us know if you have information that will help us track the reform efforts in your state.

Chris Pipho
Director
ECS Information Clearinghouse

CHANGES IN HIGH SCHOOL SUBJECT-AREA REQUIREMENTS, 1980–87

- **Math requirements were increased in 42 states.**
  In 1987: 11 states require 3 years
  2 states require 2 or 3 years
  31 states require 2 years
  2 states require 1 year
  5 states have no requirement
  1 state recommends 2 years
  1 state recommends 3 years

- **Science requirements were increased in 36 states.**
  In 1987: 3 states require 3 years
  2 states require 2 or 3 years
  36 states require 2 years
  5 states require 1 year
  5 states have no requirement
  2 states recommend 2 years

- **Language arts/English requirements were increased in 18 states.**
  In 1987: 39 states require 4 years
  7 states require 3 years
  5 states have no requirement
  2 states recommend 4 years

- **Social studies requirements were increased in 29 states.**
  In 1987: 1 state requires 4 years
  2 states require 3.5 years
  24 states require 3 years
  3 states require 2.5 years
  14 states require 2 years
  1 state requires 2 or 1.5 years
  2 states require 1.5 years
  1 state requires 1 year
  1 state requires 0.5 years

- **Physical education/health requirements were increased in 7 states.**
  In 1987: 1 state requires 4.5 years
  1 state requires 4 years
  1 state requires 2.5 years
  9 states require 2 years
  9 states require 1.5 years
  1 state requires 1.25 years
  18 states require 1 year
  9 states have no requirement
  1 state requires 0.5 years of health only
  1 state requires 1 year of physical education only

- **Foreign language requirements/electives were added in 5 states.**
  In 1987: 1 state requires 1 year
  4 states emphasize as an optional elective 1 year

- **Computer science requirements/electives were added in 7 states.**
  In 1987: 4 states require 0.5 years
  2 states emphasize as an optional elective 1 year
  1 state emphasizes as an optional elective 2 years

SOURCE: ECS Clearinghouse Notes, numbers 16, 17 and 28.

Education Commission of the States • 1860 Lincoln Street, Suite 300 • Denver, Colorado 80295

The content of FORUM materials is prepared by the participating organizations.
EDUCATION WEEK does not endorse and is not responsible for the content of the statements and/or any views or opinions expressed therein.

9/30/87 R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume VII, Number 4 · September 30, 1987

© 1987 Editorial Projects in Education / $2.00

Senate Panel Completes Draft Of School Bill

Measure Would Extend Most Major Programs

By Julie A. Miller

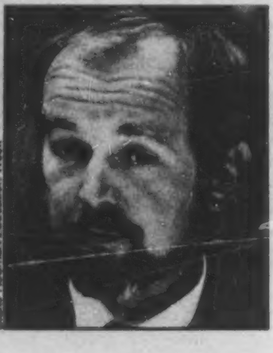
WASHINGTON—A Senate subcommittee last week released its version of a massive bill that would reauthorize several major education programs and create some new ones.

S 373, the Senate counterpart of H R 5—the omnibus reauthorization measure passed by the House in May—is a draft and thus is likely to change. But it offers a preliminary glimpse of which old issues and new ideas are likely to be wrangled over in a House-Senate conference, and which changes to familiar programs are likely to be adopted.

Like the House bill, it would amend and extend until 1993 the Chapter 1 compensatory-education program, Chapter 2 block grants, the Bilingual Education Act, the magnet-schools-assistance program, impact aid, the Adult Education Act, the Drug-Free Schools and Communities Act,

Continued on Page 16

Adam Urbanski



Blake Rodman/Education Week

Peter McWalters

Friendship and Trust: Unusual Keys to Radical Pact

By Blake Rodman

ROCHESTER, N.Y.—When Peter McWalters stepped from a high-ranking central-office position into the superintendency of this city's 33,000-student school district two years ago, he knew it was time for some radical changes.

"My system was simply failing, particularly around the question of equity," Mr. McWalters recalls.

Across town, Adam Urbanski, the flamboyant president of the local teachers' union and a vice president of the American Federation of Teachers, was yearning for change as well. His chosen occupation was suffering from a bad public image, and he was frustrated by the slow pace of national efforts to professionalize teaching.

While their counterparts in most other urban districts see themselves as staunch adversaries, Mr. McWalters and Mr. Urbanski began to notice points of commonality—a mutual desire for

Continued on Page 20

Students' Scores On College Tests Remain Stable

Minority Achievement Levels Still Rising

By Robert Rothman

For the second straight year, the scores of high-school seniors taking the two major college-admissions tests have shown little statistical variation from the previous year.

But testing officials last week saw encouraging signs in the rising number of students taking the exams and in the continuing gains of minority students.

Donald H. Stewart, president of the College Board, which administers the Scholastic Aptitude Test, said the larger pool of test-takers was significant in assessing the results because "greater numbers of test-takers usually mean lower averages."

He added that the increasing numbers taking the exams, particularly among minorities, "means that a great many more students are actually considering going to college."

Another encouraging sign in the data was that the S.A.T. scores of prospective teachers reached a record high.

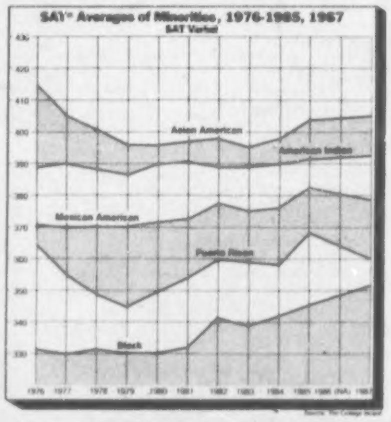
In releasing their annual testing data last week, officials of both the College Board and the American College Testing program attributed the higher minority scores in part to the increasing number of minority students taking strengthened core curricula.

The average score on the mathematics portion of the S.A.T. rose by a point, to 476 out of a possible 800. But scores on the verbal section of the test fell by a point, to 430 out of 800.

The average composite score on the A.C.T. fell by a tenth of a point—to 18.7 on a scale of 1 to 35—continuing a pattern of stability evident since the mid-1970's, program officials said.

A.C.T. scores for black, Hispanic, American Indian, and Asian American students rose for the third straight year. Black students' scores on the S.A.T. have risen by more than 20 percent since 1977, more than

Continued on Page 19



Source: The College Board

While white students' scores have fallen since 1976, test scores for all minority groups have risen in the past decade.

Wanted: Skilled Labor for High-Tech Jobs

Schools Rated a Key Factor in Business-Site Decisions

By William Montague

Increasingly concerned with their need for skilled workers, American manufacturers and corporate leaders are taking a harder look at the quality of a region's schools in deciding where to locate facilities.

In making determinations about where to move existing operations or open new ones, business planners have traditionally concentrated on a few key economic factors, such as taxes, wage rates, and the power of local labor unions.

But the pressures of a changing international marketplace are forcing many businessmen to pay closer attention to other issues, such as education, that affect their ability to recruit highly trained employees.

Analysts attribute this change to global trends that are bringing about the decline of older mass-production industries, such as steel and textiles, while spurring the growth of the specialized, high-technology enterprises that are expected to dominate the economy of the 21st century.

"In manufacturing, we as a nation don't really do much nowadays that can be handled by a low-skill workforce, and we'll do even less in the future," says Marilyn Block, an associate with the consulting firm of John Naisbitt, author of the best-selling book *Megatrends*.

"Companies now have a tremendous amount invested in their employees," Ms. Block adds, "and they are becoming more sensitive to that fact."

Although the new high-tech firms often

Continued on Page 14

Kansas City Judge's 'Excessive' Tax Order Ignites Public Furor, Has Leaders Ducking

By William Snider

A multi-million-dollar tax increase ordered this month by a federal judge in the Kansas City, Mo., school-desegregation case has sparked an "enormous outcry" in the midwestern city, and appears stalled by a host of legal and logistical uncertainties.

"Excessive, exorbitant and extravagant" is how Gov. John D. Ashcroft described the Sept. 15 ruling that requires the state and the Kansas City school district to split the cost of a $187-million plan for school construction and renovation.

"But far more outrageous," he added, "is the imposition of higher taxes on the residents and workers in the school district by an appointed official who is not required to answer to the voters."

Civil-rights lawyers and school officials argue that U.S. District Judge Russell G. Clark was relying on a solid base of legal precedent when he ordered a 25 percent surcharge on the income-tax rate of employees who work within the boundaries of the Kansas City district and virtually doubled the rate of the local property tax earmarked for schools.

"If you look at what the appellate court has said, [Judge Clark] had no alternative," said

Continued on Page 24

Also in the news

Chicagoans Invest In School Reform
Fifteen corporate leaders are underwriting a tuition-free model school they hope will be "a force for critical change" in education.
5

Education on AIDS: A Hostage to Politics?
While teachers await guidance, questions of money and emphasis stall policymaking on AIDS courses and leave pupils awaiting answers.
6

Home-School Forces See 'Trend Toward Freedom'
Impassioned lobbying has convinced leaders in a number of states to re-think their attendance laws and private-school rules.
11

IN SUMMARY

Half Empty, Half Full
A look at urban school districts' preschool programs for disadvantaged children reveals a "half-empty, half-full situation," according to the author of a new statistical profile of such programs in 28 major cities. **Page 4.**

Troubled Exchanges
A federal suit by two exchange students who were told they could not enroll in a Cobb County, Ga., high school has highlighted widespread confusion over school-placement policies for foreign students. **Page 5.**

Dealing With Morality
"There is a public hunger for the schools to deal with morality," argues the chief of the U.S. Education Department's research branch, which this month sponsored a conference for experts on character education. **Page 8.**

Brouhaha in West Virginia
Judges and political leaders in West Virginia appear to be on the verge of what one key lawmaker described as "yet another political brouhaha" over longstanding troubles in the state's system of school finance. **Page 11.**

Furor in Florida
Gov. Bob Martinez of Florida has touched off a furor among state education groups by saying he "made a mistake" in backing a 5 percent tax on services, and calling for repeal of the controversial levy. **Page 12.**

Expanding the Assessment
Two bills introduced in the Senate would implement an ambitious expansion of the National Assessment of Educational Progress proposed by a blue-ribbon panel named by the Secretary of Education. **Page 15.**

Reaching the Disadvantaged
The federal Chapter 1 program for disadvantaged children is, for the most part, reaching its intended beneficiaries, according to the final part of a Congressionally mandated assessment of the program. **Page 16.**

Appointments	27
Commentary	32
Deadlines	27
Events	27
In the Press	25
Marketplace	28
State Capitals	11

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 6987, Syracuse, N.Y. 13217. Volume VII, Issue 4.

ACROSS THE NATION

NATIONAL

Food-Service Company Buys Children's World Preschool Centers

ARA Services Inc., the Philadelphia-based company best known for its food-services operations, has purchased Children's World, a national chain of 265 preschool centers.

The acquisition more than doubles ARA's stake in the child-care field, boosting its holdings to 440 centers in 19 states. Kinder-Care Learning Centers, headquartered in Montgomery, Ala., is the largest commercial day-care chain, operating 1,100 centers in 40 states.

Harry Belinger, a spokesman for ARA, cited market research showing that working women will continue to be one of the fastest-growing segments of the labor market and that the number of children needing day care will increase by 50 percent over the next decade.

He said his firm, which paid more than $100 million in cash for the Children's World centers, expects yearly revenues of $150 million from its preschool operations.

Test Shows 'Seriously Flawed' Knowledge of U.S. Constitution

Despite the year-long effort by educational groups to promote greater understanding of the Constitution, a new study calls high-school students' knowledge of the document's historical and philosophical foundations "seriously flawed."

The study, conducted this summer by the California-based Center for Civic Education, found that students were generally familiar with constitutional terms but did not understand what they meant.

Two out of three students tested did not know the essential difference between constitutional and dictatorial governments; 6 out of 10 did not know the meaning of "due process of law"; and 7 out of 10 did not know that, in the American political tradition, governments derive their authority from the consent of the governed.

The study is based on responses to a multiple-choice test administered to 599 students as part of preparations for a national competition developed by the center. Students participating in the competition, which will begin this fall, complete a three- to six-week course of study on constitutional principles, take a written test, and compete in mock Congressional hearings.

Spring Satellite Hook-Up To Link Soviet and American Teen-agers

Soviet and American teen-agers will hold a "youth summit" via satellite in March to exchange information on their favorite fashions, rock bands, and other aspects of their daily lives.

The Public Broadcasting Service and the Soviet Union's Channel One will air the program live on March 11, originating from Old Dominion University in Norfolk, Va., and a studio in Moscow.

The satellite exchange will be preceded on public-television stations by two national teleconferences, on Feb. 12 and Feb. 26, for American secondary-school audiences. They will include interviews with Soviet youths, questions from American teenagers, and commentary by U.S. experts.

Vladimir Posner, a Soviet news commentator, will serve as moderator for the American students participating in the March satellite broadcast. Organizers have not yet named an American to moderate the program in Moscow.

The teleconference grew out of a model United Nations program run by Old Dominion. In 1985, a similar satellite broadcast linked schoolchildren in Minnesota with their counterparts in Moscow.

■ **The National Urban Coalition** has launched a demonstration program designed to stimulate interest in mathematics and science among minority and female elementary-school students.

Sponsored by the Shell Oil Company Foundation, the two-year program, known as "Say YES to a Youngster's Future," links schools with parents and community leaders who provide curricular materials, field trips, tutoring, and career counseling. It will begin this fall in 30 classrooms in Washington and Houston. Other cities may be added if funds are available.

■ **Six states and the District of Columbia** have signed an agreement to establish a multistate lottery that will offer much larger prizes than the states' own lotteries. Organizers argue that the higher jackpots will attract more players and thus more revenues for the states, which are seeking ways to finance education and other programs without raising taxes.

Lotto America, scheduled to begin in February, will offer top prizes of around $20 million, or up to $80 million if more states join, organizers predict. The states that have agreed to participate are Iowa, Kansas, Missouri, Oregon, Rhode Island, and West Virginia.

STATES

Pennsylvania Drops Test Rankings After Criticism by Districts

Pennsylvania's state school chief has scrapped a report ranking school districts by their students' test results, following criticism that the report was misleading and could be misconstrued.

Secretary of Education Thomas K. Gilhool, who had placed on public-library shelves several reports analyzing results from the Test for Essential Learning and Literacy Skills, withdrew a report ranking districts from 1 to 500 after superintendents who previewed it convinced him that a "gross numerical ranking was simply not significant statistically," said Timothy Potts, a spokesman for the Secretary. The superintendents contended that the rankings were misleading because results were spread so narrowly across districts, he said.

Mr. Gilhool also was concerned, his spokesman said, that the report would dwarf other data highlighting the common features of high-achieving schools, such as improved reading and math programs, effective teaching practices, and parental support.

Citing 47 schools with high poverty rates and strong TELLS results, Mr. Gilhool had said poverty need not be a barrier to achievement. But a coalition of urban superintendents who helped persuade the state chief to withdraw the ranking found a "clear correlation" between concentrations of low-income students and TELLS results.

■ **Responding to calls for help** from the state's school districts, the Texas Education Agency plans to hire 10 technical consultants to help schools comply with tough new standards for academic performance.

The consultants will visit schools that are having trouble implementing state-ordered improvements in curricula, student testing, and other areas, according to an agency spokesman. District officials have complained that they lack the funds and expertise to accomplish the far-reaching reforms mandated in recent years.

■ **"Parents as Teachers,"** Missouri's unusual early-childhood intervention program, has been named one of 10 winners in the 1987 Innovations in State and Local Government Awards Program of the John F. Kennedy School of Government at Harvard University.

The award to "Parents as Teachers," the only winner in the public-education field, includes a $100,000 grant that state officials will use to strengthen the program. Created under a 1984 Missouri law, the PAT program provides information and counseling to some 53,000 families with children under age 3.

■ **Citing a lack of both time and money,** health officials in Illinois said last week that they would not be able to inspect all of the state's 7,000 public and private schools for asbestos by Jan. 1, 1989—the deadline set by the legislature.

The effort has been severely curtailed by the legislature's decision last spring to appropriate no funds for school inspections for the fiscal year that began July 1, said Donald T. Anderson, asbestos coordinator in the state department of public health. Even when fully funded, he said, the project was time-consuming. The department has inspected 1,500 to 1,600 schools since April 1986, when the program began.

■ **Year-round scheduling** designed to relieve overcrowded schools is an acceptable way to stretch resources without hurting students' test scores, researchers in California have concluded.

An analysis of California Assessment Test scores for students in the state's 277 schools on year-round calendars found that most students, despite alternating between nine weeks of classes and three-week breaks, performed as well as their peers in schools with traditional schedules.

The study also looked at the effects on year-round programs of parental support, which it found strongly correlated with success, and the community's socioeconomic status. Copies of the report can be obtained for $5 each from the California Department of Education, Publications, P.O. Box 271, Sacramento, Calif. 95814.

DISTRICTS

Anti-Busing Candidates Make Strong Showing in Seattle Primary

The president of the Seattle school board has been defeated in a primary election by a candidate who favors eliminating the district's self-imposed mandatory-busing plan.

Other anti-busing candidates also fared well in the primary, which narrowed the field of candidates for the four open seats on the district's seven-member board.

The primary results this month set the

School Quality: Growing Factor in Business-Site Decisions

Continued from Page 1

create only a relatively small number of jobs, the high salaries they pay and the prestige they lend to an area can be a powerful stimulant to economic growth, analysts note.

For this reason, many states have scrambled to attract the new industries with generous subsidies and tax-incentive packages. But a growing number of experts are arguing that such expenditures would be better directed to improving local schools.

"Our studies tell us that business leaders care more about locating in areas that have laid strong foundations for long-term economic growth than they do about short-term incentives," says Sol Hurwitz, senior vice president of the Committee for Economic Development.

"Corporate leaders see education as the cornerstone of that foundation," he adds, quoting from a recent C.E.D. study.

These trends were highlighted recently when one of the nation's largest accounting firms released the 1987 edition of its annual survey of business climates in the 48 states on the U.S. mainland.

The firm, Grant Thornton, asked business and government leaders to rate the relative importance of the various state characteristics that attract or repel manufacturers. For the first time, the list included a number of so-called "quality of life" factors, such as health care, transportation, and education.

Somewhat suprisingly, researchers noted, those polled gave little weight to most quality-of-life issues, except for education, which placed sixth on a list of 21 factors.

Pressures to keep costs down largely account for the continued predominance of narrow economic factors, Grant Thornton officials say. But education is clearly being viewed in that same light.

Unlike many quality-of-life issues, the value of good schools can be measured in dollar terms, Ms. Block notes. Corporations, she says, spend "literally tens of billions of dollars" on training programs for their employees, and are keenly aware of how a poor education system can add to those costs.

"The high scoring of education . . . underscores the importance manufacturers place on having a well-qualified, well-trained workforce," says Selwin Price, the Grant Thornton partner in charge of the survey.

According to the survey, school quality—which was measured on the basis of teacher salaries, graduation rates, classroom sizes, and other key statistics—was thought more important than energy costs, taxes, and the local cost of living.

And another education-related factor, the availability of trained workers, was ranked third in the survey, behind only wages and labor-union strength.

'Trying To Have the Best'

According to economic-development officials, these results are borne out by their experiences in recent years.

Bill Boozer, a spokesman for the Tennessee Department of Economic and Community Devèlopment, recalls how that state's trailblazing efforts at education reform helped attract General Motors' giant Saturn auto plant, which will be built in a small town near Nashville, the state capital.

"They said they weren't coming to Tennessee because we had the best school system in the nation but because we were trying to have the best system."

According to John Crothers, the department's director of high-tech development, his agency acts as an educational "broker," matching prospective employers with the training services they need to thrive in an environment of rapid change.

While potential investors have long been aware of the value of a state's higher-education system—a crucial incubator for scientific research and development—the quality of public precollegiate education has also become a key issue, he said.

"We have found that when a client is looking at a particular community, high on the priority list is the quality of the public schools. It's just not negotiable," Mr. Crothers said. "That has got to be one of the finer points of the area or they are just not going to look at it anymore."

Although often overlooked, private schools can also influence the corporate planning process, he added. Many business leaders, he notes, come from a private-school background themselves and want to be sure that their own children can find a good school close by.

A state's willingness to try new techniques, such as merit pay for teachers, that seek to improve productivity and encourage excellence can also play a role in attracting businesses, Mr. Crothers adds.

"They like to see those kinds of ideas because that's how they try to do business themselves," he said. "It lets them know we have a philosophy that strives for excellence."

State Education Rankings: A Government and Industry Perspective

Below is a summary of data from an annual study of manufacturing climates in 48 of the 50 states, conducted by the accounting firm of Grant Thornton. The report ranks the importance of 21 key factors, including education, then weights those factors to arrive at a combined score for each state. Weights are based on a nationwide survey of government and industry officials.

The education score for each state is based on an index that takes into account the following statistics: average teachers' salaries; student-teacher ratios, high-school graduation rates; state expenditures for public and higher education; and illiteracy rates. Shown at top are the overall rankings of factors cited as significant. At bottom are the states' standing on the education factor, nationally and by region. The highest-rated state, Tennessee, is 48; the lowest, Wyoming, is 1.

Rank	Factors
1	Wages
2	Unionization
3	Available Work Force
4	Workers' Compensation Insurance Levels*
5	Change in Wages
6	Education*
7	Energy Costs
8	Value Added
9	Change in Unionization
10	Expenditure vs. Personal-Income Growth
11	Manhours Lost
12	Unemployment Compensation Benefits*
13	Taxes*
14	Average Workers' Compensation Insurance Payment*
15	Change in Taxes
16	Unemployment Compensation Net Worth*
17	Cost of Living
18	State Business Incentives*
19	Transportation*
20	Health Care
21	Debt Growth vs. Personal-Income Growth*

SOURCE: Grant Thornton Accountants and Management Consultants

* Indicates factor is controlled or strongly influenced by state or local governments.

State	National Rank 1986	Regional Rank 1986
South Western		
Regional Averages	22	
Arizona	28	4
Colorado	13	2
Nevada	45	5
New Mexico	11	1
Utah	15	3
North Central		
Regional Averages	15	
Idaho	29	8
Iowa	7	3
Kansas	14	6
Missouri	42	9
Montana	3	2
Nebraska	12	5
North Dakota	8	4
South Dakota	18	7
Wyoming	1	1
South Eastern		
Regional Averages	39	
Alabama	33	3
Florida	47	8
Georgia	46	7
Kentucky	34	4
Mississippi	44	6
North Carolina	31	1
South Carolina	35	5
Tennessee	48	9
Virginia	32	2
New England		
Regional Averages	25	
Connecticut	30	4
Maine	23	3
Massachusetts	37	5
New Hampshire	39	6
Rhode Island	17	2
Vermont	6	1
South Central		
Regional Averages	36	
Arkansas	43	4
Louisiana	40	3
Oklahoma	24	1
Texas	36	2
Mideastern		
Regional Averages	21	
Delaware	4	1
Maryland	22	4
New Jersey	38	6
New York	19	3
Pennsylvania	25	5
West Virginia	16	2
Western		
Regional Averages	11	
California	27	3
Oregon	2	1
Washington	5	2
Great Lakes		
Regional Averages	21	
Illinois	41	6
Indiana	21	4
Michigan	20	3
Minnesota	10	2
Ohio	26	5
Wisconsin	9	1

SOURCE: Grant Thornton Accountants and Management Consultants

AME

12th Annual Conference
The Association for Moral Education

RESPONDING TO CONTEMPORARY VALUES:

THE CHALLENGE FOR EDUCATORS

November 13-14, 1987

at

Harvard University
Cambridge, Massachusetts

What should be the schools' involvement in promoting moral values and moral development? Debate is becoming more impassioned as programs are implemented in some communities, as research findings are disseminated, and as changes in contemporary values pose new challenges for educators.

Featured speakers at the 12th annual AME conference include:

William Sullivan, co-author, *Habits of the Heart*
Richard Hersh, co-author, *Promoting Moral Growth*
Jane Roland Martin, author, *Re-Claiming a Legacy*

Conference topics include: prejudice and sexism in the classroom, the media's influence on student values, sex education, censorship in the classroom, democratic schools, social and moral education in the elementary schools, and many others.

For complete program information, call (617) 495-3572, or write:

AME Conference
339 Gutman Library
Harvard Graduate School of Education
Cambridge, MA 02138

College-Admission Scores Remain Stable in 1986-87

Continued from Page 1

those of any other ethnic group, according to Mr. Stewart.

Both testing organizations also reported that the number of test-takers indicating they planned to major in education increased, and that their average scores, while lower than the national average, rose last year.

These trends are probably related to efforts by the states to increase the status and salaries of teachers, said Robert G. Cameron, executive director of research and development for the College Board.

'Holding Ground'

The A.C.T. primarily serves students in the Midwest and the South, where many public colleges and universities require it for admission. Unlike the S.A.T., the A.C.T. measures student performance in natural science and social studies, as well as in English and math.

The S.A.T., developed by the Educational Testing Service, is used primarily in the Northeast and on the West coast, and is favored by many private higher-education institutions as an admissions standard.

During the past year, however, a number of private institutions, such as Middlebury College, have dropped their use of the S.A.T. in admission decisions.

The test scores have also been used by some education observers—inappropriately according to critics—as a measure of the health of the education system. In a statement last week, U.S. Secretary of Education William J. Bennett said the results suggest that the school-reform movement may have stalled.

"Holding ground is better than losing ground, but we still see an insufficient payoff for what we've invested in education," Mr. Bennett said. "We need better results."

But Mr. Bennett called the rise in the number of students taking the exams "good news."

A total of 1,080,426 seniors took the S.A.T. last year, 80,000 more than the previous year; 777,444 seniors took the A.C.T., an increase of nearly 48,000.

The rise of nearly 8 percent in the number of S.A.T.-takers was substantially higher than expected, said Mr. Cameron of the College Board, since the number of 17-year-olds rose by only about 2 percent last year.

He added that the increase in the number of minority test-takers was a reversal of past trends, perhaps indicating that more black students would attend college this fall.

"They have been declining slightly in numbers and proportion," Mr. Cameron said. "This may indicate a turnaround in minority enrollment."

Minority Achievement

The minority students who took the tests last year also scored better than those in past years, although their average scores still trailed national averages, Mr. Cameron said. The average verbal S.A.T. score for black students rose to 351—up from 342 in 1985, the last year for which figures are available. The average math score rose one point, to 377.

On the A.C.T., black students' composite scores rose from 13 in 1986 to 13.4, while scores for Mexican-Americans rose from 15.2 to 15.4, and those for Puerto Ricans and other Hispanics rose from 16.5 to 16.9.

These increases are related, said Samuel D. Cargile, director of the A.C.T.'s office of minority education, to the fact that more minority students are taking "core curricula" that include four years of English and three years each of math, science, and social studies.

The A.C.T. found that students who had taken such a core curriculum scored, on average, nearly four points higher than students who had taken less than the core, Mr. Cargile noted.

"Over the past several years, the proportion of A.C.T.-tested students from minority groups taking a core high-school curriculum has increased noticeably," he said.

"It is likely that these increased enrollments in core curricula, along with such other factors as students' motivation and the recent emphasis on academic development by the schools, are associated with the increase in average A.C.T. composite scores for minority students," he added.

Similarly, the College Board, which for the first time surveyed the academic background of test-takers last year found that those who had taken more advanced courses in English, math, and science tended to score higher on the exam.

"There is no guarantee that the study of physics will increase one's test scores," said Mr. Cameron. "But the relationship [between courses taken and scores] tends to be linear and very strong."

That relationship also helps explain the fact that women's average math score was 23 points below the national average, while men's was 24 points above the national average, he said. The student data revealed that although more women than men took the S.A.T., men outnumbered women in advanced math classes, such as trigonometry and calculus.

Prospective Teachers

Both organizations also reported that education is now the fifth most popular intended major among test-takers.

Among those who took the A.C.T., 8 percent said they planned to study education in college, up from 7 percent a year ago. The average composite score for these prospective teachers remained the same as the previous year's, at 17.6.

The S.A.T. scores of prospective teachers, on the other hand, reached a new high of 408 on the verbal section and 437 in math.

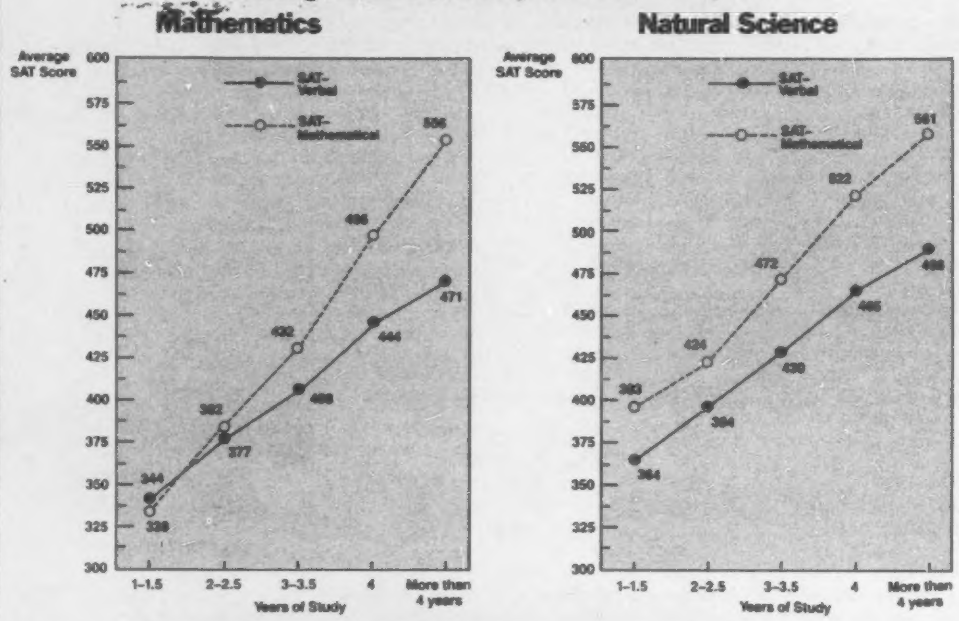
Some 6 percent of S.A.T. takers said they planned to study education.

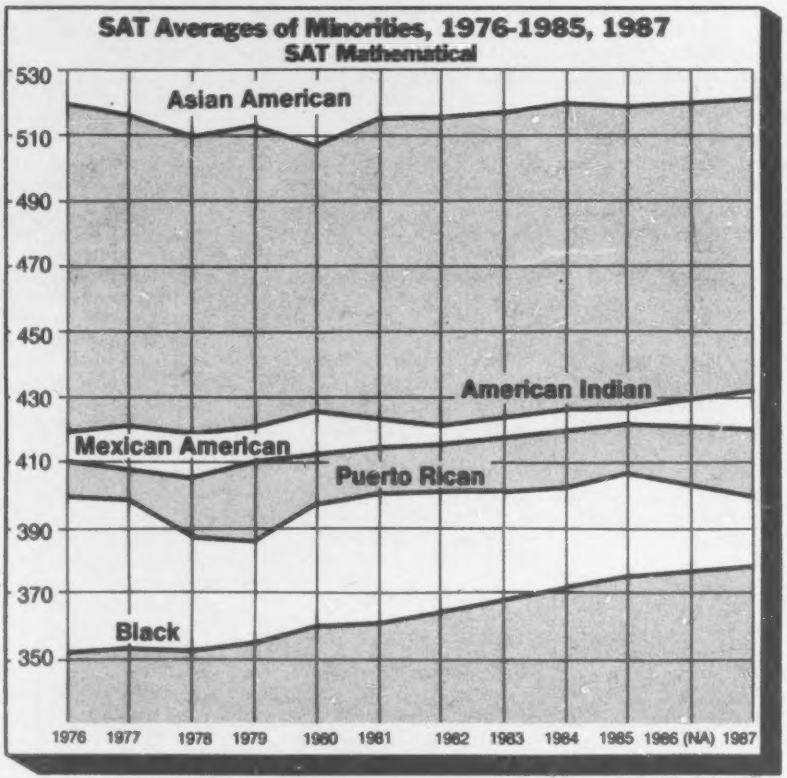
Other findings of the testing organizations included:

- Average scores on the A.C.T.'s English, mathematics, and social-studies assessments each fell by a tenth of a point over the past year, while the average score on the natural-sciences portion of the test remained the same. The average English score was 18.5; math, 17.2; social studies, 17.5; and natural sciences, 21.4.
- The number of students taking the College Board's achievement tests—14 one-hour tests in specific subject areas—rose by 4 percent, to 200,000, and the average scores increased by 4 points, to 544 out of 800. For only the second time, more women than men took achievement tests, the board reported.

Indicators of Student Achievement: Findings From the ACT, SAT Examinations

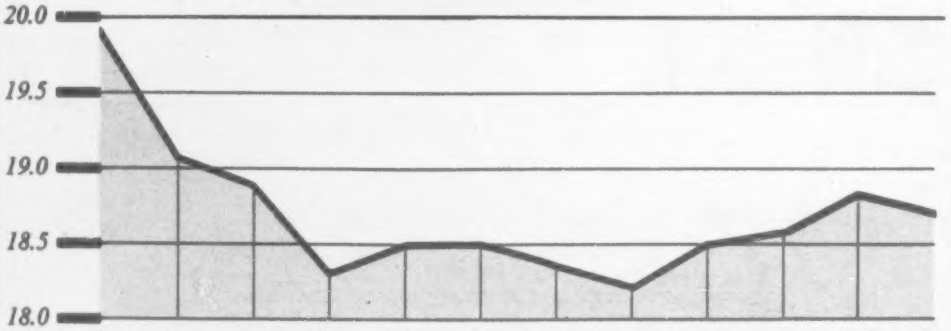
Average SAT Scores by Years of Study In:





Source: The College Board

Trends in Composite ACT Scores 1969-1970 — 1986-1987[1]



[1] For each year through 1983-84, the information in these graphs has been based on the performance of students who tested on national test dates during that year. Since 1984-85, these data have been based on the performance of students who tested on national test dates and graduated in the spring of the given year.

Source: The American College Testing Program

10/20/87 R4800-2

EDUCATION WEEK

American Education's Newspaper of Record
Volume VII, Number 5 · October 7, 1987

© 1987 Editorial Projects in Education / $2.00

Universities Vie For $30-Million Voc.-Ed. Center

Ohio State's Hold On Grant Challenged

By Reagan Walker

WASHINGTON—For the first time since the creation of the National Center for Research in Vocational Education in 1976, Ohio State University's designation as site of the center is being seriously challenged.

Encouraged by the $25,000 planning grants offered by the Education Department this year to foster competition, a consortium of leading research institutions, led by the University of California at Berkeley and including the RAND Corporation, is vying for the $30-million federal grant that funds the center.

Also in the competition, which will pit Ohio State's decade of leadership against decentralized systems for managing the flow of research information in the field, is Northern Arizona University, where officials would not comment last week on published reports that their proposal includes the establishment of nine regional centers.

A panel of experts assembled by the Education Department made site visits last

Continued on Page 20

U.S. Won't Contest Curb on E.D. Power In Audit Disputes

By Julie A. Miller

WASHINGTON—The Justice Department has decided not to appeal an appellate-court ruling that restricts the government's ability to recover federal funds allegedly misspent by school districts, Education Department officials said last week.

In declining to ask the U.S. Supreme Court to review the case, Justice lawyers went against the wishes of the Education Department, according to sources familiar with the issue.

As a result of the Justice Department's decision, three of the four districts involved in the lawsuit may be spared repaying any of the money sought by the Education Department, and the fourth cannot be required to repay the entire amount sought, the lawyer for the districts said.

Moreover, the decision leaves unchallenged a precedent favorable to districts that courts will probably apply to at least some future audit disputes.

Meanwhile, measures that would restrict the Education Department's power in audit cases even further are shaping up as a major topic of debate in an upcoming House-Senate conference on an omnibus education bill.

The U.S. Court of Appeals for the Fifth Circuit ruled in June that the department

Continued on Page 21

AP/Wide World Photos

IMAGES OF CHANGE: Judge W. Arthur Garrity Jr. (right) leaving a Boston school in 1975. Inset, Chief Judge Levin H. Campbell of the First Circuit Court.

Wrangling Over Bork Casts Shadow On Start of High Court's 1987 Term

By Tom Mirga

WASHINGTON—The U.S. Supreme Court opens its 1987-88 term this week facing a host of education-related cases and the possibility of having to consider them one Justice short of its normal complement.

The continuing battle in the Senate over Judge Robert H. Bork's nomination to the Court means that only eight Justices will be seated on the bench when the new session begins on Oct. 5.

That raises the likelihood of 4-to-4 split decisions in the most controversial cases, which would leave lower-court rulings intact without setting new precedents.

Such an outcome is conceivable, for example, in two closely watched school cases that will be heard early in the term.

On Oct. 7, the Justices were to hear arguments in a suit that questions the constitutionality of a New Jersey law requiring a daily moment of silence in public schools. And on Oct. 13, the Court for the first time will consider a case raising the issue of high-school journalists' rights under the First Amendment.

The Senate Judiciary Committee had been scheduled to vote on Judge Bork's nomination on Oct. 1, but delayed final action until this week in order to hear more witnesses.

In a related development, the Senate majority leader, Robert C. Byrd of West Virginia, urged his colleagues on the committee last week to consider sending the nomination to the full chamber without making a recommendation. Such a move would spare him and other uncommitted panel members from having to take a public stand on the matter prior to floor debate.

If that tactic is used, and if Senate opponents of the appellate-court judge mount a successful filibuster, the nomination could be killed without a single senator having to cast a vote for or against it.

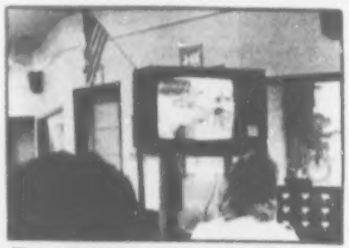
Issues on the Court's 1987-88 docket include:

- **Church-state relations.** In this week's

Continued on Page 23

Also in the news

New 'Pre-Teacher' Testing Center Takes Its Cue From Industrial Model



Three Pennsylvania colleges are using the business concept of gauging the skills of those in training through simulated work tasks.

5

Philadelphia H.M.O. for Children Would Be Nation's First, If Adopted
Citing the role poor health plays in low achievement, the city's school-board president has proposed the creation of a prepaid medical plan for all schoolchildren.

9

Michigan's Broad Reform Blueprint Urges 'Bold Approach' to Funding
Panel's plan would increase state's role in school financing, while tightening academic requirements, increasing parental choice, and providing for district takeovers.

10

Appellate Court Lifts Integration Order in Boston

Student-Assignment Rule Is Struck Down

By William Snider

In a landmark development in the Boston school-desegregation case, a federal appeals court last week struck down strict court-ordered racial guidelines for student assignments that the city's schools had been required to maintain "indefinitely."

The ruling returns control of the student-assignment process to the Boston School Committee for the first time since 1974, when U.S. District Judge W. Arthur Garrity Jr. first ordered the district to implement mandatory busing. Violent protests by parents during the initial year of busing drew national attention to the deep divisions among Boston's various ethnic communities.

The three-judge panel of the U.S. Court of Appeals for the First Circuit stopped short of declaring the system "unitary," or legally desegregated.

But it ordered Judge Garrity to hold a hearing on the issue and outlined specific criteria that he must use in evaluating the district's progress in meeting the student-

Continued on Page 24

N.E.H. Sets Center For History Studies

By Robert Rothman

WASHINGTON—Officials of the National Endowment for the Humanities last week announced plans to establish a $1.5-million center to examine how history is taught and learned in elementary and secondary schools.

"Evidence shows that the content of history courses in today's elementary and secondary schools is not well presented, understood, or absorbed," said Lynne V. Cheney, chairman of the N.E.H. and author of a scathing indictment of precollegiate humanities education issued in August. "This new history research center will help us to further understand why this is happening and to discover ways to make improvements."

Ms. Cheney said the proposed center, to be housed in a higher-education institution or nonprofit organization, would help identify effective teaching methods, evaluate textbooks and supplemental materials, and assess the training and continuing education of teachers.

In her Congressionally mandated report, entitled "American Memory: A Report on the Humanities in the Nation's Schools," Ms. Cheney argued that, by emphasizing skills rather than content, schools are responsible for "startling gaps in knowledge" among students. *(See Education Week, Sept. 9, 1987.)*

"In our schools today we run the danger

Continued on Page 23

IN SUMMARY

Broadening the Membership
The National Council for the Accreditation of Teacher Education has altered its constitution to open up its membership and to enable the American Federation of Teachers to join. **Page 4.**

Another Try at Drug Testing
To replace a drug-testing plan for probationary teachers that was held unconstitutional by New York's highest court, a Long Island school district has formulated a new policy that applies to all applicants for district jobs. **Page 5.**

'Underachieving Curricula'
Concerned about lagging U.S. achievement in mathematics, officials in Florida, Iowa, and Virginia are using an international math test to gauge students' skills in the subject and diagnose weaknesses in curricula. **Page 6.**

A Move for Local Tax Relief
A governor's commission in Wisconsin is recommending that the state significantly boost its share of precollegiate spending—from about 47 percent to 70 percent—and reduce local property taxes by 25 percent. **Page 10.**

Questioning 'Aversive Therapy'
The U.S. Justice Department plans to "examine vigorously" a widely debated form of treatment that uses physical punishment to modify human behavior, particularly in children and young adults. **Page 14.**

Science, Morality, and AIDS
Fearing that a teachers' guide on AIDS being developed by the U.S. Education Department will give more emphasis to morality than to scientific information, a House panel has voted to subpoena a draft of the booklet. **Page 18.**

'Terrific Bill' Advances
A Senate subcommittee has unanimously approved a measure reauthorizing major federal programs in education that closely parallels a House version and, according to lobbyists, is a "terrific bill" for schools. **Page 19.**

Appointments 27
Commentary 25 and 32
Deadlines 27
Events 27
Grants 27
Letters 26
Marketplace 28
State Capitals 10

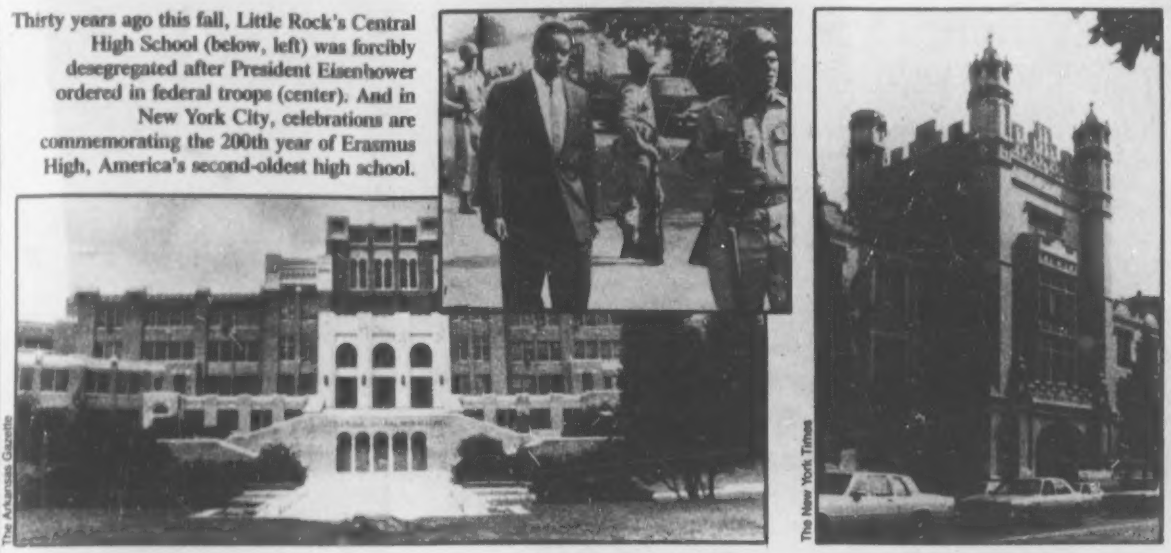
EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 6987, Syracuse, N.Y. 13217. Volume VII, Issue 5.

ACROSS THE NATION

MILESTONES

Schools in History: Two Anniversaries Are Marked

Thirty years ago this fall, Little Rock's Central High School (below, left) was forcibly desegregated after President Eisenhower ordered in federal troops (center). And in New York City, celebrations are commemorating the 200th year of Erasmus High, America's second-oldest high school.



The Arkansas Gazette

The New York Times

NATIONAL

State, Local Education Officials Issue Guidelines on Child Abuse

Concerned that school districts do not have clearly defined policies on child-abuse prevention, two national education groups have issued a set of proposed guidelines.

The statement by the National Association of State Boards of Education and the American Association of School Administrators recommends that abuse-prevention policies include a provision requiring that all job applicants be screened for prior convictions on abuse charges.

Such measures should also provide due process for teachers and other workers accused of child abuse, and should involve the maintenance and dissemination to other districts of information on workers with criminal records. The data, the groups say, should also be provided to the interstate teacher-certification clearinghouse.

"These are the kinds of things that most people don't think about until there is a problem," said Tim Callahan, a spokesman for NASBE.

STATES

Delaware Board Adopts Rules On Health-Education Content

School districts in Delaware must develop comprehensive health-education programs that include AIDS and sex education for students in all grades, under new policy guidelines approved by the state board.

While mandating for the first time exactly what health programs must cover at each grade level, the board left it up to each district to decide how to teach the material, according to Ambrose Hagarty, a spokesman for the education department.

"Before, it was hit and miss," Mr. Hagarty said. "Now we are telling districts that they have to have a comprehensive program."

Under the guidelines, districts are required to devote at least 30 hours each year in grades K-6, and 60 hours in grade 7 or 8, to health instruction. The classes must include sex education and instruction about the hazards of smoking and drug abuse.

In addition, districts must offer instruction on human reproduction and acquired immune deficiency syndrome in high-school health courses required for graduation. According to the guidelines, the courses must emphasize that sexual abstinence is the best way to avoid contracting AIDS, but should also teach about other preventive measures.

Gannett Asked To Pay $455 For Kits on the Constitution

Gov. Madeleine M. Kunin of Vermont has asked Gannett Newspapers, publisher of the state's largest newspaper, the Burlington *Free Press*, to pay $455 for costs incurred by the National Guard in delivering to schools materials on the Constitution.

A spokesman for the Governor said a company official had "deceived" the guard and the state's commission on the bicentennial of the Constitution, which helped sponsor the development of the materials, when he told them the packets for schools would not contain anything of a commercial nature. The guard, which agreed to help distribute the materials, and the commission believed the packets would contain a 24-page study guide prepared by Gannett.

In fact, however, only 10,000 high-school students received the study guide, while 65,000 received a copy of the Constitution wrapped inside Gannett's *U.S.A. Today*.

Apologizing, the publisher of the *Free Press* said the company would distribute the study guide at its own expense.

DISTRICTS

Atlanta School Board Criticized For Hiring Substandard Teachers

Gov. Joe Frank Harris of Georgia has charged that the Atlanta Board of Education may be trying to circumvent the state's education-reform act by rehiring 47 teachers who have not yet passed the state's teacher-certification tests.

At a news conference Sept. 16, Mr. Harris said he was "greatly" concerned by the board's plan to allow the teachers to keep working as substitutes.

"Unavoidably, this action creates the impression that the accountability provisions of the Quality Basic Education program are being circumvented," he said. The Governor added that, if necessary, he would move to strengthen the state's policies and laws governing substitutes.

But Eugene Bales, director of support services for the Atlanta public schools, said that the district was observing the law.

He argued that the 47 teachers were among the best substitutes the district could find, since they were already familiar with the school system. "In a system our size, we need more substitute teachers every day than we have bodies to fill," he said.

Georgia is one of only three states that require veteran teachers to pass a test to be recertified.

■ **School employees suspected of having** AIDS in Colorado's St. Vrain Valley School District may be required to undergo testing for exposure to the AIDS virus under a new policy on communicable diseases outlined by school officials.

Those employees who test positive may be fired, the new rules state, if school officials determine that the infected employees are either physically unable to continue work or pose a threat to the health of others.

The policy, announced last month, has so far provoked little controversy and is supported by the St. Vrain Valley Teachers' Association.

■ **A federal judge in Illinois** is expected to decide this month whether school officials in Belleville acted properly when they barred a 6-year-old boy with AIDS from attending school in that community.

In the first lawsuit of its kind in Illinois, the boy's lawyer and the American Civil Liberties Union in Chicago charged last month that officials of Belleville School District 118 unfairly discriminated against "Johnny Doe" by keeping him out of school. The child, a hemophiliac whose identity is

NCATE Amends Charter To Permit A.F.T., Others To Join

The organization that accredits teacher-training institutions has altered its constitution to enable the American Federation of Teachers to join the group and to open up membership to more national organizations.

The National Council for the Accreditation of Teacher Education accepted the A.F.T.'s application for membership last fall. It became official late last month, after approval of a constitutional change that allows the teachers' union to appoint members to any of NCATE's four governing boards—up to a total of four members—as part of the group's teacher constituency.

Formerly, only the National Education Association, which was a founding member of the organization, had authority to appoint teacher members to the boards.

New Constitution

Under the new constitution, approved by NCATE's executive board on Sept. 25, board members must belong to one of the following categories: teacher education, teachers, state and local policymakers, specialty organizations that engage in the professional preparation of teachers, and public and student representatives.

The constitutional changes add four seats to each category. An A.F.T. official last week said that the union's executive council will decide next month how many of the four seats in the teachers' category it will choose to fill, and on which boards.

The N.E.A. now has a total of 14 seats on the executive board and the three other NCATE boards. Teacher groups must pay $5,200 a year for each member who sits on one of the four boards.

During its meeting, the executive board also limited membership in the "teacher education" category to national groups that represent higher-education institutions that prepare school personnel.

In March, the board tentatively agreed to open up membership in that category to organizations that represent individual teacher educators, such as the Association of Teacher Educators.

Objections from associations that represent teacher-training institutions, however, such as the American Association of Colleges for Teacher Education, led the board to reverse its decision.

Board members also accepted as new members the National Association of Elementary School Principals and the American Library Association. Both groups will be represented in the "specialty organizations" category.

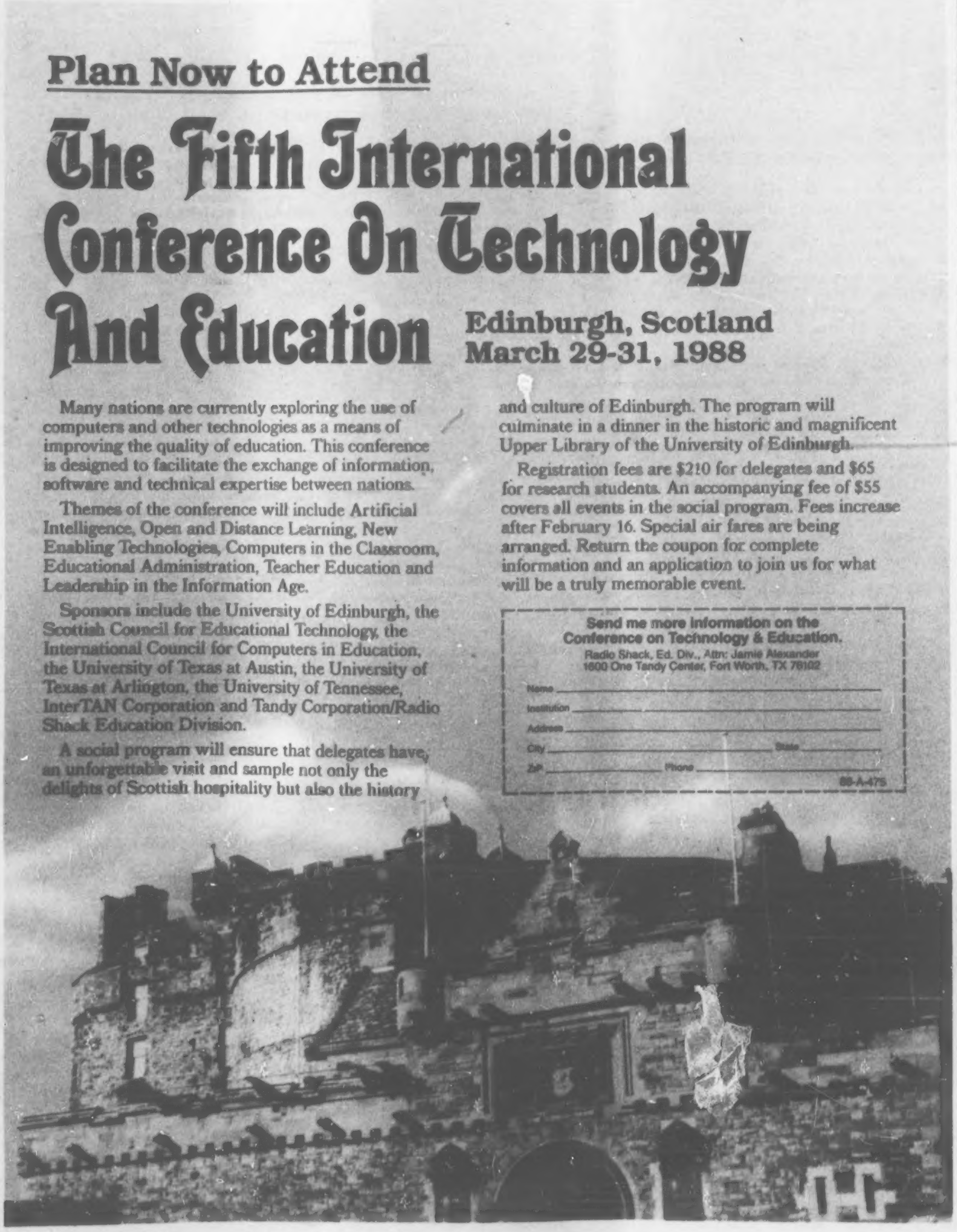
State Recognition

At a concurrent session, NCATE's new state-recognition board gave its stamp of approval to state procedures for accrediting teacher-education programs in six states: Arkansas, Indiana, Kentucky, Montana, North Dakota, and Oklahoma.

But it requested that two other states—Alabama and Utah—provide additional information before it acts on their requests this spring.

Once NCATE has endorsed a state's system for ensuring the quality of individual teacher-education programs, the NCATE evaluations in that state will focus on the entire school, college, or department that prepares teachers.

The new procedure is expected to save teacher-training institutions time, effort, and money. It is considered an important part of NCATE's broader effort to redesign and upgrade its standards and procedures. —L.O. & B.R.



Plan Now to Attend

The Fifth International Conference On Technology And Education

Edinburgh, Scotland
March 29-31, 1988

Many nations are currently exploring the use of computers and other technologies as a means of improving the quality of education. This conference is designed to facilitate the exchange of information, software and technical expertise between nations.

Themes of the conference will include Artificial Intelligence, Open and Distance Learning, New Enabling Technologies, Computers in the Classroom, Educational Administration, Teacher Education and Leadership in the Information Age.

Sponsors include the University of Edinburgh, the Scottish Council for Educational Technology, the International Council for Computers in Education, the University of Texas at Austin, the University of Texas at Arlington, the University of Tennessee, InterTAN Corporation and Tandy Corporation/Radio Shack Education Division.

A social program will ensure that delegates have an unforgettable visit and sample not only the delights of Scottish hospitality but also the history and culture of Edinburgh. The program will culminate in a dinner in the historic and magnificent Upper Library of the University of Edinburgh.

Registration fees are $210 for delegates and $65 for research students. An accompanying fee of $55 covers all events in the social program. Fees increase after February 16. Special air fares are being arranged. Return the coupon for complete information and an application to join us for what will be a truly memorable event.

Send me more information on the Conference on Technology & Education.
Radio Shack, Ed. Div., Attn: Jamie Alexander
1600 One Tandy Center, Fort Worth, TX 76102

Name ____________
Institution ____________
Address ____________
City ____________ State ______
ZIP ________ Phone ________
88-A-475

Fines Mounting For Strikers In New Jersey

A three-week-long teacher strike continued last week in Elizabeth, N.J., despite mounting court-ordered fines totaling more than $80-million as of mid-week.

Judge Frederick C. Kentz of New Jersey Superior Court imposed the fines on the Elizabeth Education Association and the New Jersey Education Association when the 2,000 school employees refused the judge's order to return to work Sept. 10, two days after the strike began.

Each organization was fined $10,000 for the first day after the order. That amount has been doubled daily and added to the previous day's balance. If an agreement cannot be reached in the salary dispute by Oct. 5, Judge Kentz has ordered that the teachers be fired and that the associations pay a combined total of more than $2 billion in fines.

In Little Rock, Ark., 1,700 teachers went on strike over a salary dispute last week, initiating the first teachers' strike in state history. Nearly 26,000 students are affected by the strike. A union spokesman said that with the help of a federal mediator, a settlement was possible over the weekend.

Teachers in Chicago and schoolbus drivers in Boston continued their strikes last week. —R.R.W.

Correction

A chart in the Sept. 30 issue misidentified the states that ranked highest and lowest in an index of education statistics developed by the accounting firm Grant Thornton Associates. Wyoming, with a ranking of 1, scored highest on the index, while Tennessee scored lowest, with a ranking of 48.

10/19/87 R4800 - 2

EDUCATION WEEK

American Education's Newspaper of Record Volume VII, Number 6 · October 14, 1987 *© 1987 Editorial Projects in Education / $2.00*

AP/Wide World Photos

Secretary Bennett at last week's press conference to release AIDS booklet.

Bennett Handbook On AIDS Stresses Sexual Abstinence

By Debra Viadero

WASHINGTON—In a controversial new handbook on teaching children about AIDS, Secretary of Education William J. Bennett urges parents and educators to emphasize that "appropriate moral and social conduct" is the only sure way to prevent the spread of the fatal disease.

Moreover, he adds, adults who advise young people that condoms provide some protection against acquired immune deficiency syndrome must be aware that such counsel can "suggest to teen-agers that they are expected to engage in sexual intercourse."

The 28-page handbook, "AIDS and the Education of Our Children: A Guide for Parents and Teachers" is the first official federal publication on AIDS education in schools.

Released at a news conference here last week, the booklet will be mailed to every

Continued on Page 19

Staking a Claim

Computer Data, Staff Help Lawmakers Move To Master Issues of School Finance

By William Montague

ALTA, UTAH—Even as school-funding issues are becoming increasingly technical and complex, politicians—and politics—are playing a larger and more aggressive role in the highly sensitive job of allocating state tax dollars for education.

This seeming paradox was a topic of considerable discussion among the 30 or so legislative fiscal analysts who gathered at this mountain resort late last month for an intensive two-day seminar on school-finance policy.

Faced with a baffling array of complicated decisions—the average state may have six or seven different aid formulas, each based on dozens of variable factors—state legislators are expanding their staffs, developing their own information sources, and staking out a more active part in formulating policy and putting it into practice.

To an increasing degree, seminar participants said, legislative leaders are unwilling to defer to the forces—powerful governors, influential lobbyists, and massive state education agencies—that have traditionally dominated the policymaking arena.

And in an era of tight budgets and tax-

Continued on Page 12

In 'Bold Stroke,' Chicago To Issue Calculators to All 4th-8th Graders

By Robert Rothman

In a move that math experts around the country are calling "a bold stroke," school officials in Chicago will begin implementing this month a plan to distribute calculators to all 200,000 students in grades 4 through 8.

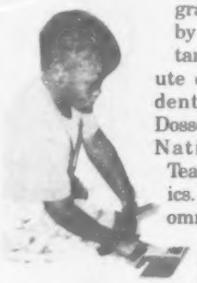
The effort, which is expected to cost almost $10 per pupil, is the largest program of its kind in the country. It is aimed, officials say, at improving mathematics instruction by enabling all students to advance from simple computation to the mastery of more complex problem-solving skills.

"This allows us to teach students what math is all about," said Dorothy S. Strong, director of the Chicago Public Schools' bureau of mathematics. "We can teach concepts, rather than the computation around concepts."

"All of math has degenerated into how you can compute," she said. "We have forgotten what math was about."

Ms. Strong added that the program would promote equity by ensuring that all students, regardless of income, have access to the mathematical tool. Students will also be able to take the calculators home, she said, and "enjoy" them with their parents.

"In Chicago, you cannot assume that every child has a calculator unless you provide it," said Ms. Strong.



The Chicago program is the first effort by a large metropolitan district to distribute calculators to students, noted John A. Dossey, president of the National Council of Teachers of Mathematics. The council has recommended the use of calculators by students in all grades.

The only other sys-

Continued on Page 21

Period of Silence Ruling Unlikely, Justices Indicate

Jurisdictional Dispute May Scuttle N.J. Case

By Tom Mirga

WASHINGTON—Members of the U.S. Supreme Court indicated strongly last week that a technicality would block them from deciding this year whether states can require public schools to begin their day with a moment of silence for private introspection or contemplation.

Well over half of an hour-long hearing in a case testing the constitutionality of New Jersey's 1982 moment-of-silence law focused on the Justices' apparent doubt that two state lawmakers have legal standing to defend the statute in court.

Normally, when the Court decides that it lacks jurisdiction in a suit because it no longer presents a "live" controversy, the lower-court decisions in the case are left intact.

Federal district and appellate courts have ruled that the law—which does not specifically mention prayer—violates the First Amendment's ban on state establishment of religion because the primary motivation of its sponsors was to reinstate prayer in schools.

Educators and state officials have hoped that a ruling by the Court in the New Jersey case, *Karcher* v. *May* (Case No. 85-1551), would clarify the status of similarly worded laws in 24 other states.

In a 1985 ruling striking down an Alabama moment-of-silence law that mentioned prayer, a majority of the Justices noted that measures not citing prayer might withstand First Amendment scrutiny.

Rex E. Lee, former U.S. Solicitor General and the lawyer representing the two New Jersey lawmakers, told the Justices that "there's not a nickel's worth of difference" between the state's law and the type of stat-

Continued on Page 17

Educators Have 'Crossed the First Foothill'

March of School Technologies Proceeding—but Slowly

Courtesy of Minnesota Educational Computing Consortium

In Minnesota, pupils try out software developed by state-owned corporation.

By William Snider

There is mounting evidence that, for public schools, the computer age has become a permanent classroom reality.

But surveys showing the active role many states are taking to promote educational technology may belie the problems that still confront the field, experts say. A hesitancy to innovate, coupled with inadequate research, has kept schools from tapping the new technologies' full potential to radically advance the instructional process, they say.

"We've moved beyond the fad stage, but we're not anywhere close to full implementation," says Frank B. Withrow, a coordinator of technology-application projects for the U.S. Education Department.

James A. Mecklenburger, director of the National School Boards Association's Institute for the Transfer of Technology to Education, says educators have "crossed the first foothill, and still think it might be useful to climb the mountain."

"But what the real world is doing with these technologies," Mr. Mecklenburger adds, "is miles ahead of what the education enterprise is doing with them."

According to the first progress report from the National Governors' Association's five-year education initiative, the adoption of technology in the schools has been "characterized by adaptation and gradual growth, rather than dramatic invention or innovation." As Mr. Withrow puts it, the

Continued on Page 24

Also in the news

5 **Coordination Seen Lacking In Early-Childhood Initiatives**
The most detailed study to date of states' 'new wave' of programs for young children finds activism but inefficiency.

8 **'Uphill Climb' Predicted To Meet Teacher Demand**
Teacher attrition rates, now at a 25-year low, are likely to rise again, say researchers from the RAND Corporation.

10 **In Iowa, Rural Unease Over 'Rock Bottom' State Standards**
Fear of forced school consolidation has heightened debate over proposed quality standards for schools.

IN SUMMARY

Raises and Layoffs
More than 1,000 school employees in Chicago may lose their jobs, according to district officials, in order to help pay for salary increases agreed to in a settlement of the city's month-long teacher strike. **Page 6.**

Clash Over 'Learning Styles'
The New York State Board of Regents is under attack for a new state-produced booklet on dropout prevention that characterizes blacks as having "learning styles" different from those of most students. **Page 7.**

'Inventories' in Alabama
The institution of a "quality inventory" for every school in Alabama is the central element of a far-reaching blueprint for systemwide education reform and reorganization proposed by Gov. Guy Hunt. **Page 10.**

Disappearing Windfall
The bulk of state-revenue increases realized from changes in the federal tax code has been refunded to taxpayers, according to a new study, and thus schools will gain relatively little from the windfall. **Page 13.**

Rethinking Vocational Funding
The federal government should redirect its investment in vocational education to provide more support for the general curriculum and foster greater competition in job training, witnesses told a House-Senate panel last week. **Page 14.**

Revisiting the 'Other America'
Michael Harrington, whose 1962 book *The Other America* helped galvanize federal policymakers to declare a "war on poverty," has warned lawmakers that the impact of poverty on Americans may be deepening. **Page 15.**

'Incentives' for Innovation
Senator Edward M. Kennedy, chairing a Labor and Human Resources Committee hearing in Boston, sought support last week for a federal initiative to provide teachers with "incentives" for innovative instruction. **Page 16.**

Colleges	6
Commentary	25 and 32
Deadlines	27
Events	27
Grants	27
Letters	26
Marketplace	28
State Capitals	10

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 6987, Syracuse, N.Y. 13217. Volume VII, Issue 6.

ACROSS THE NATION

NATIONAL

Census Bureau Study Quantifies Effects of Education on Income

A new report by the U.S. Bureau of the Census confirms the time-honored belief that additional schooling results in greater economic returns.

Adults with professional degrees had an average monthly income of $3,871 in 1984, more than five times greater than the $693 average monthly income of high-school dropouts, according to the Census survey. The bureau also found that additional years of education translated into higher earnings at all levels.

For example, high-school graduates reported an average monthly income of $1,045 in 1984. The average monthly income reported by those with additional education ascended as follows: some college but no degree, $1,169; postsecondary vocational training, $1,219; associate's degree, $1,346; bachelor's degree, $1,841; master's degree, $2,288; and doctorate, $3,265.

Among the study's other findings:

- Seventy-four percent of all adults surveyed had completed high school. Of that group, 42 percent reported following an "academic" or "college prep" program; 38 percent, a general program; 12 percent, a business program; and 6 percent, a vocational program.
- Among the high-school graduates, 93 percent reported having taken three or more years of English. Nearly 80 percent said they had studied algebra; 57 percent had taken two or more years of industrial arts, shop, or home economics; 55 percent had taken trigonometry or geometry; and 48 percent had studied chemistry or physics.
- The field of education accounted for about 16 percent of all degrees and 33 percent of all master's degrees among those surveyed. Twenty-five percent of all degrees held by women were in education, compared with 9 percent of those held by men. Respondents with a bachelor's degree in education reported an average monthly income of $1,290; those with advanced degrees in the field reported average income of $2,062.

Copies of the report, "What's It Worth, Educational Background and Economic Status: Spring 1984," Series P-70, No. 11, are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

■ **More than 150 school districts in 22 states** have reached tentative settlements totaling millions of dollars with three large asbestos manufacturers.

Districts must now approve the separate settlements with W. R. Grace Company, U. S. Mineral, and National Gypsum Company, according to lawyers for the schools. While National Gypsum has agreed to pay a total of $8.4 million to schools that contain the cancer-causing substance, terms of the settlements with the other two manufacturers remain confidential.

Lawyers for the districts said last week they were optimistic that their clients would approve the settlements.

■ **The National School Boards Association** has named a 17-member commission to study ways that teachers, administrators, and school boards can collaborate on educational improvements outside the collective-bargaining process.

In its charge to the commission, which met for the first time Sept. 30, the N.S.B.A. states that it "does not seek abolition of collective bargaining," but is searching for ways to engage education's "prime movers" in "open communication, characterized by the collegial, cooperative, positive, and harmonious spirit that pervades every successful professional relationship."

The commission—the majority of whose members are elected officials of state and national education organizations—is scheduled to release its final report and recommendations at the N.S.B.A.'s annual meeting in March.

STATES

N.J. Board Receives Reports On Principal-Certification Plan

Two panels established by State Commissioner of Education Saul Cooperman have presented the New Jersey Board of Education with recommendations for a proposed plan to upgrade the training and licensure of school principals.

The commission on management science urged that such knowledge areas as human-resources management, public finance, and school law be emphasized in both training programs and a proposed licensing examination for principals.

In a second report, a panel on internships for principals suggested a number of specific duties, such as chairing a curriculum-committee meeting and observing teachers at all grade levels, that would help interns for the principalship develop skills in curriculum evaluation, instructional supervision, and community relations.

Under the plan proposed by Mr. Cooperman last year, prospective principals would be required to earn a master's degree in a field of management or leadership science, pass a written examination, and complete an internship in a public school.

The commissioner is to present a final version of the plan to the state board in December, according to Leo Klagholz, state director of teacher preparation and licensure. A vote on the changes is expected early next year, he said.

■ **Nearly half of Arizona's 222 school districts** have missed a deadline for filing "no-pass, no-play" policies with the state education department.

A spokesman for the department said last week that 110 districts had not met the Sept. 30 deadline imposed by the state board of education. Most districts that filed policies require students to pass five courses every semester to remain eligible for extracurricular activities.

Later this month, the board will consider a proposal that would require students throughout the state to pass all their courses before being allowed to participate in noncredit activities. The board tabled the proposal last May to allow time for its review of local no-pass, no-play rules.

■ **A proposed survey on teen-age pregnancy in Utah** is "too graphic," some school administrators in the state have complained.

The survey, to be administered to a cross-section of 1,200 teen-agers this year, was developed by Gov. Norman H. Bangerter's task force on teen-age pregnancy.

State Senator Steven Rees, chairman of the task force, denied last week that the questionnaire was too explicit.

"I think the most graphic question on it was, 'Have you ever had sex?' " said Mr. Rees, a Republican from Salt Lake County. He added, however, that the panel would seek permission from the local school boards and written parental consent before surveying students in Utah's public schools.

■ **The head of the Rhode Island branch** of the American Civil Liberties Union has asked the state's board of regents to reverse a policy requiring that social workers in the schools take an examination given to prospective teachers.

Steven Brown, the group's executive director, said the board had overstepped its authority by requiring nonteaching professionals to take the test. He also argued that "it is inappropriate to be giving social workers a test specifically designed for teachers."

But Edward E. Dambruch, director of teacher certification for the state department of education, said nonteaching professionals, including social workers and school psychologists, take only the communications-skills and general-knowledge portions of the National Teacher Examinations.

■ **The Oregon Supreme Court** has agreed to hear next month a challenge to the state's adoption of a 4th-grade social-studies textbook that environmentalists say propagandizes in favor of business interests and the consumption of natural resources.

The textbook, *Get Oregonized,* was written by state educators and published by Oregon State University with funding provided by various agriculture and timber industries.

But the Oregon Environmental Council and the the Portland Audobon Society charged in a lawsuit that neither the state textbook commission nor the state board of education had applied standard book-reviewing criteria when considering the textbook. The Oregon Court of Appeals upheld the state agencies' decision to adopt the book.

DISTRICTS

Federal Judge Withdraws Ruling On Tuition for Foreign Pupils

In order to consider more evidence in the case, a federal district judge has set aside his Sept. 29 ruling allowing the Arlington, Tex., school district to collect tuition from foreign students.

U.S District Judge David Belew withdrew his decision at the request the Fort Worth chapter of the American Civil Liberties Union, which claimed that his earlier ruling was too hasty.

The A.C.L.U. filed suit last month on behalf of 10 foreign families that are temporarily residing in the Arlington district while the parents attend local universities. The group argues that the district's tuition policy denies the children access to education in violation of state laws and the due-process and equal-protection guarantees of the U.S. Constitution.

The policy, adopted in 1977, requires all temporary residents to pay tuition, according to Leon Morgan, director of student ser-